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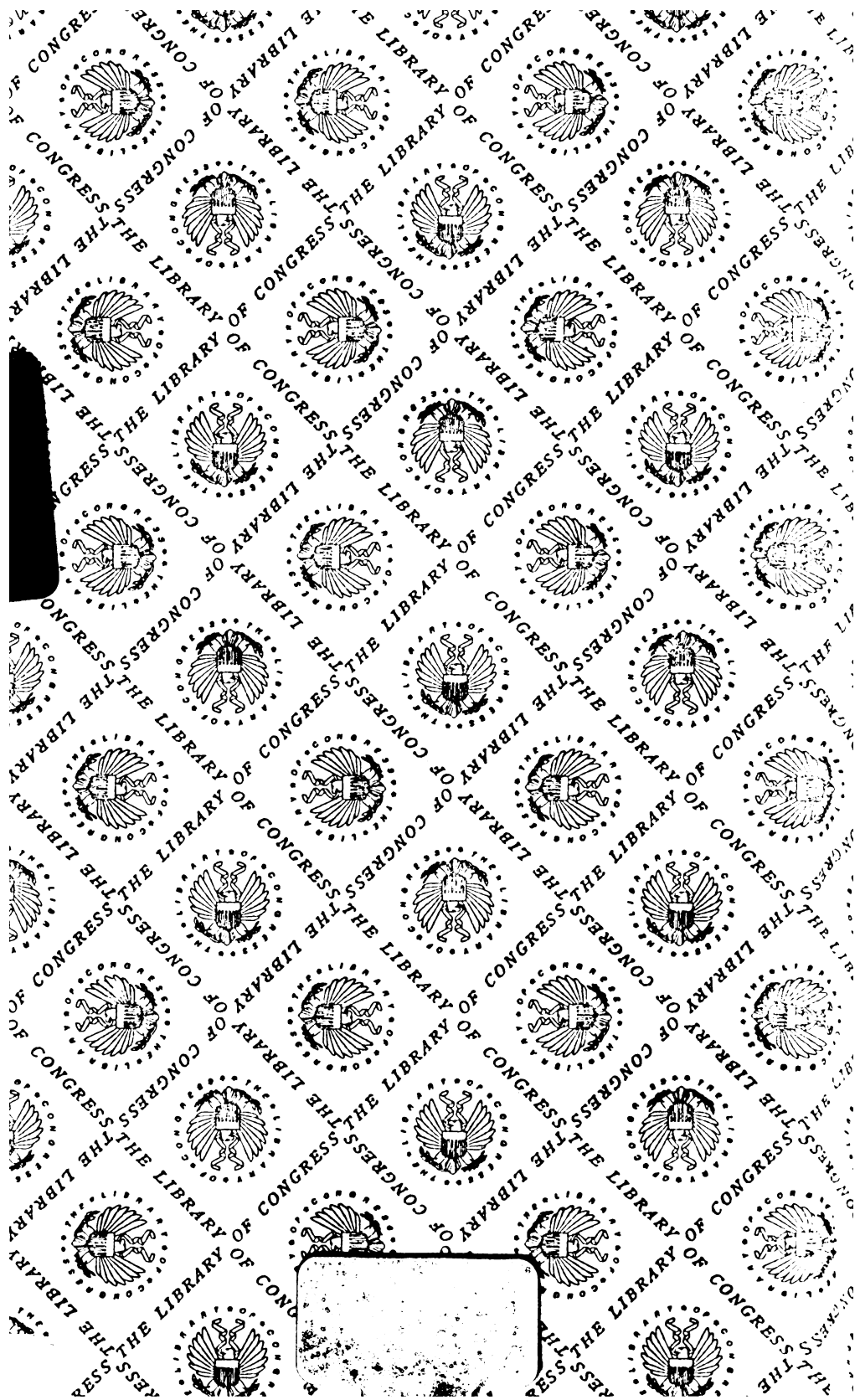
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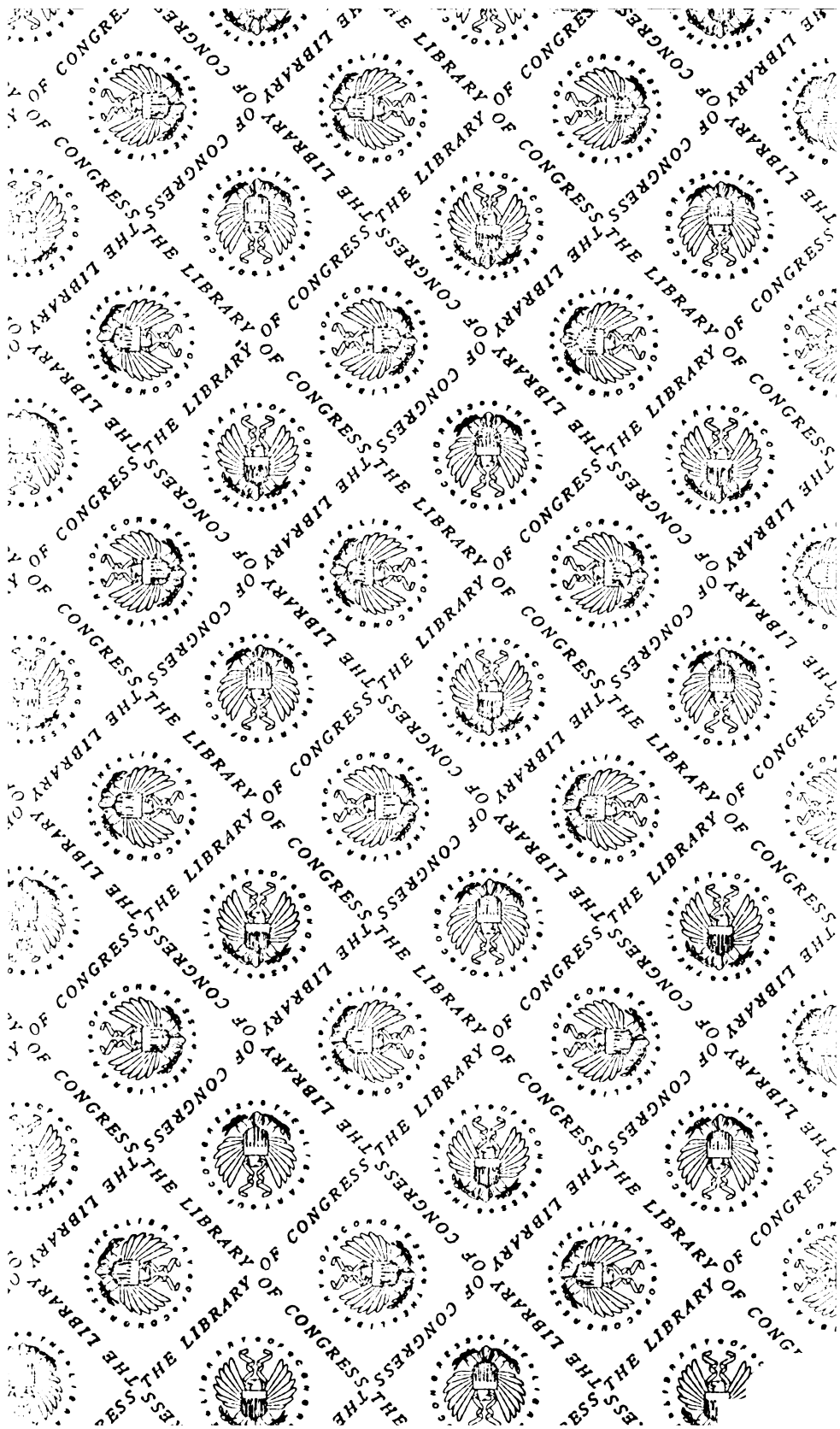
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HEARINGS

BEFORE THE

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Part 15

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,

UNITED STATES SENATE,
"

ON THE

BILL (H. R. 8347) MAKING APPROPRIATIONS FOR THE LEGISLATIVE,
EXECUTIVE, AND JUDICIAL EXPENSES OF THE GOVERNMENT
FOR THE FISCAL YEAR ENDING JUNE 30, 1901,
AND FOR OTHER PURPOSES.



WASHINGTON:
GOVERNMENT PRINTING OFFICE.
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LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

WASHINGTON, D. C., *Monday, March 5, 1900.*

The subcommittee met at 10 o'clock and 30 minutes a. m.

Present: Senators Cullom (chairman), Sewell, and Teller; also Senator Allison, chairman of the Committee on Appropriations, Senator Wetmore, chairman of the Committee on the Library, and Herbert Putnam, Librarian of Congress.

THE LIBRARY OF CONGRESS.

STATEMENT OF HERBERT PUTNAM, LIBRARIAN.

Senator TELLER. I should like to ask the Librarian some things, but I am called into the Judiciary Committee for a while and I may not be able to get back in time. I am very positive that we need more books in the Library and that the appropriation ought to be much larger. I sent over the other day for a copy of McMaster's History of the United States, which is current history, and I was informed that the book was out. I sent again in a day or two and found it was still out. I think we ought to have of that class of books which we necessarily want here, not simply duplicates but quite a number of copies, because half a dozen Senators or Members may send for the same book. This is the Congressional Library. It is not merely a library of reference, but it is a library to contain books that we want to use as the debates go on or as a case comes before the Senate or the House.

For that reason I think we ought to have a dozen or 25 copies of all standard books. That we can not have with such a small appropriation as was given last year, and which I thought was entirely too small. I wish the chairman would ask the Librarian for his views on that point and then we will see if we can induce our committee to be a little more generous than they were last year. After constructing a Library building that cost us \$6,000,000 or more it seems to me we ought to get a fair, respectable library in it without waiting for the small accretions that come in under the copyright law and under the small appropriation we are making. As we have an abundance of money now I do not see why we should not appropriate instead of \$15,000—

Mr. PUTNAM. Twenty-five thousand dollars. I am asking \$50,000 for the next fiscal year on the statement I have submitted, and I think the appropriation ought to go to \$100,000, beginning the year following.

Senator TELLER. I think the appropriation ought to be \$100,000 every year for some years.

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Mr. PUTNAM. There is not any question of that, Senator, if the matter were understood.

Senator CULLOM. Mr. Putnam, we called the subcommittee together this morning especially to hear you in reference to the needs, as you look at it, of the Congressional Library, and as you have intimated that you would like to make a general statement you can go on in your own way and make your statement as fully as you choose. After that we will ask you such questions as we may think we ought to put.

Mr. PUTNAM. Mr. Chairman, perhaps it would be an economy of the time of the committee to make a preliminary general statement before I answer specific questions, except as questions may be put in the course of my statement. The estimates originally submitted by me were tabulated for the consideration of the committee of the House, and under each division of the estimates there was entered the appropriate explanation. Copies of that tabulated statement are before you.

At the hearing that was supplemented by a communication given as Exhibit A on page 18 of the hearings before the House.

Senator ALLISON. You had a pretty full hearing in the House?

Mr. PUTNAM. Yes; there were 22 printed pages covered by that hearing, and that having been so lengthy I should purpose to avoid burdening this committee with any details covered therein.

My letter of explanation was rather full, and the explanation being drawn off in the estimate as tabulated covers a great many of the details. The estimate having had to be framed on October 1, at a time when I had been in office but six months, I found it necessary at the hearing to request some modifications. Those were incorporated in the letter entered as Exhibit A. My recommendations to this committee for amendments to the bill—

Senator ALLISON. As it passed the House?

Mr. PUTNAM. As it passed the House, are contained in a communication to the chairman of this committee dated February 26, of which there is a copy for each member here. The letter is accompanied by a schedule showing the difference in the matter of service between my estimates and the bill. The memorandum accompanying my letter shows exactly in detail the amendments I recommend, and a copy of the bill which I submit includes every one of those amendments, so that the copy of the bill with the amendments noted upon it really covers whatever I have to submit to-day.

The letter referred to, with the accompanying memorandum and schedule, are as follows:

LIBRARY OF CONGRESS, *February 26, 1900.*

To the honorable chairman of subcommittee on appropriations, United States Senate, having in consideration H. R. 8347, making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1901, and for other purposes.

Mr. CHAIRMAN: Pages 20-26 of the above bill cover the appropriations for the Library of Congress. As regards the following items the bill varies from the estimates submitted by me:

1. Service (page 20, line 3; page 24, line 18).
2. Increase of the Library (page 24, line 19; page 25, line 9).
3. Contingent expenses (page 25, lines 10-12); also

4. Furniture (page 26, lines 22-23); items submitted by the superintendent of the building, but affecting directly the service of the Library proper,

The bill omits further certain changes in phraseology, which, though not included in my estimates, were recommended by me at the hearing before the subcommittee in the House.

I ask opportunity to be heard upon each and all of the above discrepancies.

By way of preliminary, I beg to submit herewith the following:

A. A schedule showing the variations in the provision for service as between my estimates and the bill.

B. Memorandum of the amendments which I shall recommend to the Senate Committee. These amendments include (a) changes in phraseology; (b) increases in the amounts of certain of the items, and (c) 29 additional positions included in my estimates, but not included in the bill.

C. A copy of the bill with all the amendments which I shall recommend noted upon it.

With such amendments the bill would accord with my original estimates, except in the following particulars:

1. (Page 20, line 19.) Salary of chief of the order division—salary \$2,000, to stand as provided in bill (original recommendation \$2,500).

2. Copyright office: Organization provided in bill to stand.

3. (Page 25, lines 10-12.) Contingent expenses; automobile mail and delivery wagon to be omitted and amount to stand at \$7,300 in place of \$8,500, as recommended to the subcommittee in the House (the recommendation of \$6,685 submitted to the Secretary of the Treasury had subsequently to be enlarged).

As regards service, the present appropriation act provides only for certain specific positions at definite salaries. These once filled, the Library is helpless to secure any special or temporary aid at seasons of particular stress or for work of a special and temporary character. This is a great embarrassment. My estimates included an item (in the form of a reappropriation) of about \$19,000 for "miscellaneous, temporary, and special service." The bill omits this, partially compensating by the provision (p. 24, lines 12-18) that the additional force shall be available from April 1. This provision, though in amount \$5,000 less than the original item, meets the necessity that the arrears of work shall be taken up immediately; but it still leaves to be provided a lump sum, available at the discretion of the Librarian, for temporary and special service. I shall not ask a large amount for this, but I do most earnestly request some appropriation. I therefore recommend an amendment to the bill, inserting a provision of \$2,000 for such service. The need I shall be prepared fully to explain at the hearing.

In all other respects careful consideration obliges me still to persist in the recommendations originally submitted as the minimum for the necessary work of the Library during the coming year.

Very respectfully,

HERBERT PUTNAM,
Librarian of Congress.

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EXHIBIT A.

Schedule showing differences between Library estimates and bill reported to House February 12, 1900.

Requests.	Estimates submitted for 1901.	Bill reported to House.	Division total.	
			Requested.	Granted.
Administrative:				
1 clerk, assistant to chief clerk.....	\$1,200	\$900	\$14,920	\$14,620
Order division:				
Chief.....	2,500	2,000		
1 assistant.....	1,200			
3 assistants, at \$900.....	2,700	(2) 1,800		
2 assistants, at \$720.....	1,440			
2 assistants, at \$600.....	1,200	(1) 600		
1 assistant.....	640		11,780	6,620
Catalogue division:				
2 assistants, at \$2,000.....	4,000	(2) 3,600		
5 assistants, at \$1,500.....	7,500	(4) 6,000		
6 assistants, at \$1,200.....	7,200	(5) 6,000		
11 assistants, at \$900.....	9,900	(9) 8,100		
4 assistants, at \$720.....	2,880	(3) 2,160		
1 assistant.....	600			
10 assistants, at \$540.....	5,400	(5) 2,700	42,640	33,720
Bibliography:				
Chief.....	2,500	2,000		
2 assistants, at \$900.....	1,800	(1) 900	6,580	5,180
Reading room:				
1 assistant, reading room for the blind.....	1,000	900	47,440	47,340
Periodical division:				
Chief assistant.....	1,500			
2 assistants, at \$720.....	1,440		9,620	6,680
Documents and exchange:				
Chief.....	3,000			
1 assistant.....	1,200			
1 assistant.....	720			
1 messenger boy.....	360		5,280	
Manuscript division:				
Chief.....	2,000	1,500		
1 assistant, indexing.....	1,200	720		
1 assistant, indexing.....	900	720	4,460	3,300
Maps and charts division:				
Chief.....	2,500	2,000		
1 assistant.....	720		6,580	5,360
Music division:				
1 assistant.....	1,200		5,500	4,300
Print division:				
Chief.....	3,000	2,000		
1 assistant.....	1,200			
2 assistants, at \$900.....	1,800	(3) 2,700	6,360	4,700
Smithsonian deposit:				
1 assistant.....	720		3,780	3,060
Copyright division:				
1 clerk.....	1,500	1,400	51,180	51,080
All other divisions¹			17,780	17,780
			233,900	203,740

¹ See appended list.

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS. 7

Appended list, showing the divisions for which the estimates submitted were granted in full in House bill; the respective amounts and total amounts for all divisions that were requested, granted, and not granted.

Divisions.	Estimates granted.	Division totals.	
		Requested.	Granted.
Mail and supply	\$2, 460	.....	.....
Packing division	1, 440	.....	.....
Bindery	2, 460	.....	.....
Congressional reference	5, 040	.....	.....
Law library	6, 380	.....	.....
All other divisions .....	.....	\$17, 780	\$17, 780
		216, 120	185, 960
Requested		233, 900	.....
Granted .....		.....	203, 740
Not granted .....		.....	30, 160
		233, 900	233, 900

EXHIBIT B.

[Memorandum to accompany letter of Librarian to chairman, February 26, 1900.]

Amendments recommended by the Librarian of Congress to House bill 8347, making appropriations for the legislative, executive, and judicial expenses of the Government for the year ending June 30, 1901, and for other purposes.

Page 20, line 4, for "executive department" read "general administration."
 Line 8, for "1 clerk, \$900" substitute "1 clerk, \$1,200."
 Line 11, for "superintendent mail and supply" read "assistant in charge."
 Line 18 (order), for "superintendent of department" substitute "chief of division."
 Lines 16-23, add by insertion, "1 assistant, \$1,200; 1 assistant, \$900; 2 assistants, at \$720 each; 1 assistant, \$600; 1 assistant, \$520."
 Line 24 (catalogue and shelf), for "chief of catalogue department" read "chief of division."
 Line 25, for "2 assistants, at \$1,800," substitute "2 assistants, at \$2,000."
 Page 21, lines 1-5, add "1 assistant, \$1,500; 1 assistant, \$1,200; 2 assistants, at \$900 each; 1 assistant, \$720; 1 assistant, \$600; 5 assistants, at \$540 each."
 Line 6, for "messenger boys" read "messengers."
 Line 12 (bibliography), for "chief of department, \$2,000," read "chief of division, \$2,500."
 Lines 12-17, add by insertion, "1 assistant, \$900."
 Line 19 (reading rooms), for "assistant librarian (superintendent of reading room)" read "superintendent of reading room."
 Lines 22-23, for "1 assistant (reading room for the blind), \$900," substitute "1 assistant (reading room for the blind), \$1,000."
 Page 22, line 12 (periodical), for "superintendent," substitute "chief of division;" add by insertion, "chief assistant, \$1,500;" insert "for arrears of sorting, collating, and to enable periodical reading room to be open in the evening, 2 assistants, at \$720 each."
 After line 16 insert the following paragraph:
 "Documents and exchanges: Chief of division, \$3,000; 1 assistant, \$1,200; 1 assistant, \$720; 1 messenger, \$360; in all, \$5,280."
 Line 17 (manuscript), for "superintendent, \$1,500," substitute "chief of division, \$2,000;" for "2 assistants, at \$720 each," substitute "1 assistant, \$1,200; 1 assistant, \$900."
 Line 21 (maps and charts), for "superintendent, \$2,000," substitute "chief of division, \$2,500;" add by insertion, "1 assistant, \$720."
 Page 23, line 1 (music), for "superintendent" read "chief of division;" add by insertion, "1 assistant, \$1,200."
 Line 6 (prints), for "superintendent, \$2,000," substitute "chief of division, \$3,000;" for "3 assistants, at \$900 each," substitute "1 assistant, \$1,200; 2 assistants, at \$900 each;" add by insertion, "1 messenger, \$360."
 Lines 9-12 (Smithsonian deposit), add by insertion, "1 assistant, \$720."
 Line 13 (Congressional reference library), for "superintendent" read "custodian."

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Line 19 (law library), for "superintendent" read "custodian."

Line 23, for "copyright department" read "copyright office."

Page 24, after line 18, insert the following paragraph:

"For special, temporary, and miscellaneous service, at the discretion of the Librarian, to be available immediately and continue available until expended, the sum of \$2,000."

Lines 19-20 (increase of Library of Congress), for paragraph reading "For purchase of books for the Library, \$35,000," substitute:

"For purchase of books for the Library, and for freight, commissions, and traveling expenses incidental to the acquisition of books by purchase, gift, or exchange, \$50,000."

Line 22 (law books), for "\$2,500" read "\$3,000."

Page 25, lines 6-7 (purchase of periodicals, etc.), for "\$2,500" read "\$5,000."

Lines 10-12 (for contingent expenses, etc.), for "\$4,000" substitute "For miscellaneous and contingent expenses of the Library, stationery, supplies, and all stock and materials directly purchased, miscellaneous traveling expenses, postage, transportation, and all incidental expenses connected with the administration of the Library and the copyright office, \$7,300."

Page 26, line 23 (building), for "\$30,000" read "\$45,000."

Respectfully submitted.

Librarian of Congress.

LIBRARY OF CONGRESS,
February 26, 1900.

Mr. PUTNAM. There are certain changes of phraseology recommended, for instance, the use of word "division" in place of the word "department." That was suggested by a member of the Library Committee to avoid undue exaltation of those divisions of the Library by the use of a term which in Washington is employed to indicate a larger area of responsibility.

I have changed one or two subordinate phrases, as, one case, "messengers," in place of "messenger boys," in order to enable me to employ girls instead of boys for pasting and labeling. I have modified certain of the recommendations I made in my original estimate to accord with the bill in one or two minor instances as appears.

I recommended at the hearing before the House committee that there should be reappropriated a balance of the service appropriation of last year and a balance of that appropriation for the year before, which was undrawn because of delay in appointments and because of illness beyond the ordinary time, which, of course, was deducted from the pay, but was covered into the Treasury. I recommended that those two balances should be reappropriated to enable me to start at once some of the additional service that I needed and to carry forward during the next year a force of persons upon very small pay who would later qualify for regular positions. That reappropriation was left out of the bill.

Senator CULLOM. You mean by the House?

Mr. PUTNAM. By the House. In its stead was substituted an item of fourteen thousand and odd dollars, to enable me to employ during the balance of the remaining quarter of the present fiscal year the additional assistants provided for in the House bill. That covers one need. It enables me to start this work.

Senator TELLER. Was that as much as if the balance had been reappropriated?

Mr. PUTNAM. Not as much by about \$6,000. It, however, does enable me to start with a reasonable additional force on April 1. It does not cover one requisite which I have felt pretty keenly, and that is a lump sum, even a small lump sum, at my disposal to secure special or tem-

porary service, to have a piece of typewriting done, for instance, or to help out a particular division of the library at a season of special stress. I do not need a large sum for that purpose, but I have asked as an amendment here the sum of \$2,000, to be available until expended, to enable me to employ temporary and special service for exigencies.

Senator ALLISON. Leaving the House provision as it stands?

Mr. PUTNAM. As it stands in the bill.

Senator CULLOM. And asking for the balance that has been turned into the Treasury?

Mr. PUTNAM. No; not especially for that balance.

Senator WETMORE. You put that in on page 24, do you not?

Mr. PUTNAM. That appears on page 24 of the bill as I propose that it should be amended.

Senator WETMORE. After line 18?

Mr. PUTNAM. Yes; after line 18.

For special, temporary, and miscellaneous service, at the discretion of the Librarian, to be available immediately and continue available until expended, the sum of two thousand dollars.

For lack of such an appropriation I am obliged at certain times to draw off very high-salaried employees to do subordinate routine work, such as typewriting, for instance. That is not an economy, and if I had a small lump sum at my disposal, by which I could employ a typewriter, for instance, for special work, I should avoid that. There appear cases where we require for our information lists of collections of books in other cities, perhaps. For instance, a case occurred recently where a large mass of books upon Spanish law, the law of South America, Spanish colonial law, were added to the library of Harvard College. I need a copy of that list of books. There is no way under which I can now get it and pay for it. I have not any appropriation which enables me to pay \$8 or \$10 for such special service.

Senator CULLOM. Could you not use your own stenographer, for instance?

Mr. PUTNAM. I could by sending him to Boston, for the books are there.

Senator TELLER. The expense of sending him there would be greater than the cost of having the work done by a person in Boston.

Mr. PUTNAM. Yes. Now, if the committee will permit me, I will call attention to certain of the items, varying the order slightly.

Senator CULLOM. Would it interfere with your line of thought and talk if I should ask you directly the question, What is the total difference between the amount allowed by the House and the amount that you have estimated for?

Senator ALLISON. Or that you propose in your suggested amendments?

Senator CULLOM. That you now propose that we shall provide in the amendments you suggest?

Mr. PUTNAM. I had not footed it up precisely. The difference in service is \$30,000, as shown in Schedule A. In increase of the Library, \$18,000.

Senator CULLOM. I had reference more particularly to the force.

Mr. PUTNAM. That is about \$30,000—the difference between the 96 additional employees I asked for and the 67 which were granted in the bill as passed by the House—29 employees, whose aggregate salaries would be \$30,000.

Senator WETMORE. I see here there is a statement that you have been given an increase of 77.

Mr. PUTNAM. It should be 67. That was an inadvertence.

Senator WETMORE. It is an error?

Senator CULLOM. It is really 67?

Mr. PUTNAM. It is 67. I asked for 74 additional adult employees and 22 boys, making 96. There were granted all the boys—save that one, by inadvertence, was left out—and 46 others. There were granted 67 additional employees.

Senator TELLER. All told?

Mr. PUTNAM. All told.

Senator TELLER. And you wanted 96?

Mr. PUTNAM. Ninety-six, all told.

Senator WETMORE. Then you are 29 short?

Mr. PUTNAM. I am 29 short.

Senator TELLER. Just let me ask you for what purpose particularly you wanted to use those that were left short?

Mr. PUTNAM. The 29 were, with the exception of 4, to be used in making up the arrears of work upon the existing collection. I was going to take up the service last, because I thought I had better speak first of what was in the nature of permanent improvement.

Senator TELLER. I will not interrupt you, then.

Senator CULLOM. Very well; go on.

Mr. PUTNAM. The first item is one submitted by my colleague, Mr. Green, the superintendent of the building, but which affects the library service so directly that I feel justified in speaking of it. To provide for furniture and fittings his estimate was \$45,000. An appropriation of \$30,000 for that purpose appears in the bill. Now, the Library building was not furnished at the outset. Very judiciously, the furniture and equipment were delayed until there should be determined each particular need. The stacks are there. A certain amount of furniture was provided for certain of the administrative departments, but the bulk of it was deferred until we should know exactly what size, style, type of furniture, and the amount of it, would be needed for housing the collections and for administrative purposes.

Now, there remain to be provided with permanent furniture:

(1) The map department. Fifty thousand maps are spread out upon packing cases.

(2) The music department. There is only some temporary shelving for the music, and there are 277,000 pieces of music there, of which the most is on the floor.

(3) The print department. There are 70,000 prints, and we have no storage cases as yet for them. There are some exhibition cases which at any one time may accommodate from five hundred to a thousand of those on exhibition, but there are no cases for the storage of the bulk of the collection.

(4) There is additional shelving needed. The basement should now be partially shelved for the copyrighted duplicate deposit copies, not placed with the main collection, and for other duplicates; and there is one long curtain that should be shelved on the east side of the second floor to accommodate the Smithsonian serials which are now in one of the stacks inaccessible to the inquirer. It is material that should be directly accessible to the inquirer, who is invariably a specialist, and

who, with an attendant in the room, can be allowed to go directly to the shelves.

Then beyond that there is administrative furniture to be provided for all this additional force, and that means desks, chairs, and so on. Mr. Green arrived at his estimate of \$45,000 very conservatively, as is his practice, I think, and reputation; and I think that can not be cut down without inconvenience to the disposition of the collection this coming year and to the work that we wish to do.

Senator TELLER. The bill allows \$30,000 for that purpose?

Mr. PUTNAM. The House allowed \$30,000.

Senator WETMORE. You wanted \$45,000?

Mr. PUTNAM. Forty-five thousand dollars. The next item was the increase of the Library. Furniture I regard, of course, as permanent improvement as distinguishable from maintenance. Books, the increase of the Library, is in a sense permanent improvement. Now, we are having this year \$25,000 for books—for the increase of the Library.

Senator TELLER. What does this bill contain?

Mr. PUTNAM. The bill contains \$35,000. I asked for \$50,000. Last year we had \$15,000; the year before that, the ordinary appropriation which was for miscellaneous purchases, exclusive of the law books and the periodicals, only about \$5,000, and it has never been greater than that each year since the beginning of the Library.

Now, the present collection is a huge mass of material, the largest mass of material in any library on this hemisphere. But it is not an organic collection of books, and could not be. It has grown chiefly by accessions from copyright, and those have really become effective only since 1870, so that even as to American books we are obliged to look to purchase for books published prior to 1870, with the exception of a broken few years. The purchases at \$5,000 a year could never be systematic. It was impossible to lay out a definite plan for purchase and to develop the Library as libraries are ordinarily developed. Dr. Spofford was obliged to have recourse to second-hand catalogues and to get such volumes as he could pick up here and there at auction sales. The value of those that he picked up is extraordinary. Nevertheless the collection now is not organic. There are certain serious departments of knowledge that are very defective. There is, for instance, almost no modern continental literature there, and the sets that we have on our catalogues are very defective. They are very broken. There are innumerable gaps to be filled.

Now, when we undertake to fill these we come into competition with other libraries having very large funds, libraries spending from \$50,000 to \$100,000 a year. We come into competition with the New York Public Library, and on many of the volumes with foreign libraries—with the British Museum, for instance. We come into competition with the Chicago libraries, with the Boston libraries. Some of those libraries are spending, as I said, from \$50,000 to \$100,000 a year. The British Museum this year spent \$70,000, and it has been spending not less than \$50,000 a year ever since 1845. Of course, they spent largely before that time, but in 1845 they began to spend \$50,000 each year, and they have spent at least that sum regularly, besides expending large sums in special purchases—in special grants. For instance, in 1878 they spent \$220,000 for the purchase of a single collection. The

books that we need in order to round out our collection within its present theoretical scope are books out of print, to be had at second hand only, and books as to which we come in competition with these other libraries.

It seems to me unquestionable that during the next ten years we ought to be spending \$100,000 a year. I so stated to the committee in the House. For the next year, as we shall be starting on a large cataloguing undertaking and the reclassification, I was unwilling to recommend more than \$50,000, but I regard that amount as indispensable because at the very outset of our reclassification and cataloguing we should fill in these gaps so far as possible. It saves doing over again a considerable amount of this very reclassification and cataloguing—rewriting descriptions of books after certain gaps are filled—and \$50,000 seems to me no less than should be granted.

But there may properly be charged against that item for the increase of the Library certain expenses directly connected with that increase. Freight is one, commissions are another, and the traveling expenses incidental to the acquisition of books by purchase, gift, and exchange. Freight is now regularly charged on the book bills, and so are commissions, and the Comptroller allows that by usage, but he does not feel authorized in allowing traveling expenses to be charged there, although directly connected with the acquisition of books and the increase of the Library.

They are a proper charge for this reason: These books that we buy are very largely bought at auction sales. From October to June there are auction sales weekly in New York. We have to send a man there, and he goes for the purpose of saving us expense. By putting out \$10 or \$20 on his traveling expenses we may save a hundred dollars on the amount of the purchase price. Then, for exchange, by sending a man on to New York we can arrange exchanges of duplicate material and save expenditure. This material that we need is material found here and there and everywhere throughout the book centers of the world. It is not found in Washington. It is not the current material. The current publications such as you see at the ordinary book shops I can order from my desk; but these books that we need to round out the Library are as much out of print and to be had only specially as is the material that the Smithsonian needs for its collections. They lie obscured.

Now, there is a distinction. The Smithsonian sent a man to the Philippines to get material. It may send a man to South America. We would not go as far as that, although there is material that interests us in the Philippines. We get the use of their envoy. There is material in Chile and Peru which we might well be justified in sending a man for. I do not ask for appropriations for such large missions, but we must send a man constantly to New York, to Philadelphia, to Boston. We must send at least one man a year abroad, to the book centers there. Four-fifths of the purchases required to round out our collection will come from abroad. The books there in the second-hand shops are catalogued only partially, the prices are largely arbitrary and depend upon negotiations, and the direct negotiation is apt to be, in that material as in any other, the effective one. We must, to purchase economically, be in constant personal relations with those dealers in London, Paris, Amsterdam, Frankfort, Leipzig, Dresden, and Berlin, at least. That means sending a man abroad at least once a year.

Senator CULLOM. For how long a time?

Mr. PUTNAM. For between eight weeks and twelve. Libraries constantly send a man abroad. I went twice even for the little library at Minneapolis, and saved my expenses several times over, and Dr. Billings goes, as a matter of course, every year from New York, and of course I went from Boston. This library has never sent a man abroad save once, when it joined with the Smithsonian in sending a man abroad to stimulate international exchanges, and he secured between 4,000 and 5,000 volumes, and of course more than compensated his expenses.

Senator ALLISON. What would be the aggregate of expenses of that character, which the Comptroller, as I understand you, does not allow?

Mr. PUTNAM. He does not allow it to be charged on the account of the increase of the Library. If I could estimate it in advance, I might put it as chargeable to the contingent expense appropriation, but it is impossible to predicate in advance for this reason, that word may come in the midst of a year that there is some collection at Chicago, we will say, bought up by some one from Mexico containing Americana that we ought to have. We may be able to inspect it only by sending some expert there. That appears as travel and expense chargeable to the increase of the Library, provided we purchase, but we could not anticipate the occasion in advance. We would not know until the occasion came. We should expend out of that appropriation on account of these expenses only when there would be a corresponding saving in the purchase price.

Senator ALLISON. Have you phraseology that you propose to have inserted?

Mr. PUTNAM. Yes, sir; that is contained on page 24, the increase of the Library of Congress. The bill reads:

For purchase of books for the Library, thirty-five thousand dollars.

I recommend the substitution of the phrase:

For purchase of books for the Library, and for freight, commissions, and traveling expenses incidental to the acquisition of books by purchase, gift, or exchange.

And then to increase the amount to \$50,000. Of course for the solicitation of gifts I need not say that we constantly have to send a man, or the Librarian himself goes.

Senator ALLISON. The reason why I asked the question was that I did not know but we might segregate that.

Mr. PUTNAM. After a few years it might be segregated. At the beginning it could not well be segregated.

Senator TELLER. Suppose we should increase the contingent fund, how would that do?

Mr. PUTNAM. Certain traveling expenses have in any event to be charged to that fund.

Senator CULLOM. You would like to get \$50,000 for the purchase of books pure and simple?

Senator TELLER. And the second year \$100,000.

Senator WETMORE. You think money is saved even in the purchase?

Mr. PUTNAM. Even in the purchase.

Senator TELLER. But if you had the power and did not have to touch the money appropriated for the purchase of books it would be still better?

Mr. PUTNAM. Yes; if I could state in advance the amount, I think that would be better.

Senator ALLISON. Five thousand dollars of this amount would cover traveling expenses?

Mr. PUTNAM. Oh, yes; it would more than cover it.

Senator TELLER. Suppose we should manage some way to put \$2,500 in somewhere as a separate item.

Mr. PUTNAM. That would do.

Senator CULLOM. Along with your contingent fund let a couple thousand be added for that purpose.

Mr. PUTNAM. Of course there would be this offset, Senator. If you put in \$2,500 as a separate item for traveling expenses, I could not use any unused surplus of it for books.

Senator TELLER. I do not want to have it used for books.

Mr. PUTNAM. If it could be arranged that way, of course I should be very content. Let me suggest that I am perfectly confident that the amount for next year may be kept within \$2,500. If the total amount for books should be \$52,500 for the increase of the Library, with this phrase, that would cover it.

Senator TELLER. The trouble is, we can not very well go above your \$50,000. You have only made an estimate for \$50,000. We can get it in as a separate item, it seems to me. However, that is a matter we can determine hereafter.

Senator ALLISON. I think, in view of your suggestion, if we can get this phraseology, which occurs to me as very apt phraseology, it is the easiest way to dispose of it year by year.

Mr. PUTNAM. Yes, sir; I think it logically belongs there.

Senator TELLER. I doubt that, because you will find that it will be said that we do not know how much the Librarian is going to spend for traveling. I think we shall have to make a separate item of it when we come to deal with the House.

Mr. PUTNAM. I add \$500 to the present appropriation for law books, because the law library is particularly defective in certain lines—in session laws, for instance, and in colonial reports. We have very little of the British colonial reports. We have, I think, only a very meager representation of the modern English text-books, and I had an estimate made—

Senator TELLER. Since Harvard has abandoned text-books I do not know that you need them any more.

Mr. PUTNAM. Except for citation.

Senator TELLER. I think they should be in the Library.

Mr. PUTNAM. I had an estimate made that it would cost \$27,500 to bring the law library up to the level of some other of the strong ones in the United States, and I have recommended only an additional \$500 for this coming year to enable us to make a beginning.

Senator TELLER. What is the size of the law library?

Mr. PUTNAM. It is nominally 103,000 volumes. That includes 13,000 duplicates and it includes the justices' libraries. Of course the library gets the American copyrighted books, and that would naturally be considered in connection with the appropriation for the purchase of books. But it is to be remembered that while we added 12,000 books to the general collection from the copyright last year, and that the value of those in open market might be \$15,000, yet if we were buying and the question was one of the selection of books, I do not think that we should by any means put \$15,000 into those books. It would stand, perhaps, as a purchase, seven or eight thousand dollars.

Senator TELLER. Many of them you would not buy?

Mr. PUTNAM. We would not, for we do not need them.

In periodicals there has been an appropriation of \$2,500 a year for the purchase of periodicals, which means subscription to current periodicals. I increase that in my estimate for the coming year to \$5,000. Our list has been extremely meager, far below the level of what is necessary for the Library. We get from the Smithsonian the scientific serials. They come up to us from the Smithsonian; we do not have to put any money into subscriptions for them; but the miscellaneous list has been extremely meager, and for our work we need it to be greatly increased. At Boston we have been spending \$6,000 a year for current subscriptions for serials.

Senator TELLER. That includes American and European publications?

Mr. PUTNAM. American and European. I think that is an essential item.

Senator TELLER. Does that include newspapers?

Mr. PUTNAM. Newspapers and periodicals.

Senator ALLISON. You have \$5,500, according to this proviso. You want to strike out \$500?

Mr. PUTNAM. I beg pardon; \$5,000 would be satisfactory.

Senator ALLISON. Then strike out the \$500.

Senator TELLER. It is \$5,000 in the copy I have.

Senator CULLOM. It is stricken out of my bill.

Mr. PUTNAM. It is my mistake that it was not stricken out of Senator Allison's.

Senator TELLER. Do you take the French periodicals?

Mr. PUTNAM. We are going to take them.

Senator TELLER. You will have a pretty good line of French and German?

Mr. PUTNAM. Some French, German, Italian, and of course English, and so on. For our newspaper room we have been subscribing to some of the representative newspapers of the world. They have never come to the Library beyond, perhaps, six. Now we have a large representation of them in our newspaper room, and it is going to render a very important service to have there represented the latest commercial and political intelligence of the world.

Now, if I may come to the contingent expense item: We have had this year \$4,000 for contingent expenses, including what was given in the deficiency appropriation bill. That must cover not merely items properly contingent, but it must cover all our stationery and supplies, and the stock and materials that we use except what comes in the form of printing from the Public Printer. It must cover our delivery service, our wagons and horses, and all postage. We have foreign postage, of course, telegrams, and miscellaneous traveling expenses. It is only \$4,000 this year.

Senator TELLER. In this bill, you mean?

Mr. PUTNAM. For the present year, and in this bill it is only \$4,000 for next year. I asked originally in my estimate for \$6,685, which I increased to \$8,500 at the hearing before the House Committee, the experience of the intervening three months having convinced me of the necessity of the additional sum. We have to equip the people who are doing the work on the catalogues and in the administration with their tools, out of this fund. We have to equip them with the mate-

rial which they use; for instance, for covering the maps, for mounting the photographs and prints, and for cataloguing. We have to buy cataloguing stock to a very large extent. There is an immense mass of material that we use that is not furnished by the Public Printer, and we are dependent on this appropriation for it. I had in my original estimates an automobile delivery wagon to come out of this appropriation, or especially included. I do not lay any stress on that. The chief clerk thought it would be an economy for us to have an automobile, as we have an electric plant there, and in the absence of such a vehicle we shall have to buy another horse this spring.

Senator TELLER. Who is your chief clerk?

Mr. PUTNAM. Thomas G. Alvord.

Senator TELLER. The same man who has been in?

Mr. PUTNAM. Yes. He rather urged this, and I put it in; but I did not place any stress on it, and I have omitted it in my recommendation to this committee and reduced the amount accordingly from \$8,500 to \$7,300, the \$1,200 representing the difference between the cost of the automobile as an outright purchase and the cost of the maintenance of the present delivery wagon and horses during the coming year.

Senator TELLER. Would the automobile be as effective, do you think?

Mr. PUTNAM. I should think more so. We have one horse and wagon—only one team, with one horse. We shall have to have a second horse, because our present one is not able to cover the distance he has to travel without breaking down. We have to hire a horse every once in a while to help him out. We shall have to have a second horse. There is very heavy mail matter, and there is the delivery of books to the houses of members of Congress, and so on.

Senator ALLISON. Would the accounting officers regard the purchase of an automobile under this appropriation as one you could not make without a specification?

Mr. PUTNAM. I did not inquire. I put it in; I specified it in the estimate of appropriation, but I have now left it out.

Senator ALLISON. Having an electric plant there, the cost of the motive power for this automobile would be nothing, practically, because you could charge it just as often as you wanted?

Mr. PUTNAM. That is the point; we could charge it constantly. There would be some slight repairs. The original cost, I suppose, would be from fifteen to eighteen hundred dollars for a substantial delivery wagon.

Senator TELLER. You mean for an automobile.

Mr. PUTNAM. Yes, sir; for an automobile, but as I say I do not lay any stress on it.

Senator TELLER. Are you pretty sure they are all right and will do the work?

Mr. PUTNAM. They are testing them pretty severely in commercial establishments. Mr. Carnegie was mentioning to me, recently, the adoption of them in his business and commending the item in mine which had been quoted in the papers. He said "By all means you ought not to delay it; it is an economy." I queried to him—

Senator TELLER. If we can get the horses off the streets we shall save a good deal of work in cleaning up the streets some day.

Senator WETMORE. I suppose there will be a decrease in the cost before very long?

Mr. PUTNAM. Yes.

Senator WETMORE. And an increase in the effective force?

Mr. PUTNAM. I said to Mr. Carnegie that perhaps we might wait a year or two, but he said no.

Senator CULLOM. You have a horse all the time?

Mr. PUTNAM. Yes; and I ask for another horse.

Senator TELLER. You have got to buy another?

Mr. PUTNAM. I shall have to buy another.

Senator WETMORE. And that requires the purchase of harness, feed, etc.?

Mr. PUTNAM. Yes, sir.

Senator ALLISON. In either event, laying aside the question between horses and automobiles, you regard this increase for which you ask as essential to the work of the Library?

Mr. PUTNAM. As indispensable.

Senator WETMORE. You will use more stock and must have more employees?

Mr. PUTNAM. This item increases with every additional employee, with every additional piece of work done, and you might say with every improvement in method, because the improvement may mean new stationery, in order to reduce labor, and that increases the charge on this item, though operating to relieve a certain amount of service. To pinch upon this item would be as though you should equip us with a very costly engine and give us no engine oil. It is no economy to deprive a costly and large service of the tools with which to work. Of course it may very probably have been the idea of the committee in the House to have this made good by a deficiency appropriation next year. The difficulty in that method is that we adopt a new form according as we can foresee that we shall be unable to use it currently. I really need to know at the beginning of the year, the 1st of July, what I am going to have on this account. It ought really to be \$10,000 for the next year as I see it now, and with this new force coming on April 1, I have small hope of getting through the year at \$7,300 without a deficiency.

Senator CULLOM. You have a truck between the Library and the Capitol by which you carry books back and forth?

Mr. PUTNAM. Yes, sir. That is a tunnel, with an electric conveyance.

Senator CULLOM. For what purposes would you use the automobile?

Mr. PUTNAM. For outside delivery service and for the mail. For the copyright office alone we have to handle 120,000 pieces of incoming mail matter a year, and then there are from 30,000 to 40,000 books coming in during the year, and there is the regular delivery service to the houses of members of Congress.

Now, if I may come to the service proper, the need of additional assistance is set forth pretty fully in the letter of explanation accompanying my estimates.

Senator ALLISON. That has already been printed by the House.

Mr. PUTNAM. It has already been printed in the House hearing. I asked, as I stated, for 96 additional employees, of whom 22 were boys. We are using now \$700 employees to push trucks and paste labels and do minor work that boys or girls could do just as well at \$360 a year. The House bill provides 67 of those 96. It recognizes completely the need in the copyright. There is a great arrears of work there and still the office is netting the Government a large sum. Last

year it netted the Government \$17,000 over and above all expenses. With the increase of service granted it will still net the Government some \$7,000 to \$8,000 next year. That need was fully recognized in the House, and it does not constitute one of the discrepancies therefore with which I need to trouble this committee.

Senator TELLER. Did the House make full provision in that particular?

Mr. PUTNAM. Full provision.

Senator TELLER. You do not ask for any increase on that?

Mr. PUTNAM. No, sir.

Senator CULLOM. Suppose we are at the beginning of the bill on page 20. You strike out "nine," in line 8, and insert "twelve," so as to read:

One clerk, twelve hundred dollars.

There is an increase of salary?

Mr. PUTNAM. Yes, sir; that is an expert stenographer and an accountant also.

Senator ALLISON. He is in your own office?

Mr. PUTNAM. He is in the office of the chief clerk in the general administration. I will go into detail, of course, as much as you please. Perhaps I had better explain before we begin upon the details that in the service as it existed when I entered into the Library, I found that the classification by law was not followed in fact to a full extent. It could not be. There were thirty-nine people detailed to positions different from those to which they were accredited by law. This whole division here, although appearing in part to consist of new positions, represents simply the present force. I have a secretary and the chief clerk has an assistant, and I have an assistant messenger, but they are detailed from other departments.

Senator WETMORE. Those you found there when you came in?

Mr. PUTNAM. Yes; I found also the persons there, with the exception of my secretary. So in the mail and supply, and in the bindery, there were assistants at work detailed from other departments. The service existed in part, but it existed at the expense of other departments and had no name by law. In the purchasing department, called the "order department" here, there is also some partial provision by detail.

Now I will state the work for which I have asked these additional assistants. With the exception of one department, which is the department of documents (called here the "departments of documents and exchanges;" I am going to ask that the words "and exchanges" be crossed out), the work for which I need these additional assistants is not the work that is now being carried on adequately with the present force. I am not asking any more people for the purpose of doing work that has been done right along with the existing force.

The situation with reference to the collection of the books, as a library, is this: We have this huge mass of books. We have no subject catalogue whatever. If you wish to know what the Library has upon a given subject you are dependent upon the memory and suggestion of one of the attendants. We have no authors' catalogue that can be placed before the public, or that can be used in the catalogue room, or that can be placed here for the use of Congress, or that can be placed in any one of the scientific bureaus for the use of the men

working there or otherwise used. All we have in the way of a catalogue is a collection of author slips, that is, where the books are entered under their authors, a collection that is kept behind the delivery counter and can be used only by the assistants there in answering inquiries. The inquiry to be answered by that catalogue must specify the author. Those slips are in manuscript. They will have to be thrown into print so that we may have multiple copies of the cards. There is, then, yet to be compiled a subject catalogue of all the existing collection, which is a collection of nominally 850,000 books and 250,000 pamphlets, counting only the books and pamphlets alone and not the special collection like the maps and music and manuscript and prints. That work will have to be done before the Library can be effective for use.

But there is something back of it. The Library has not a classification that can be permanent. Its entire collection must be reclassified upon a modern, elastic system. We have only the classification adopted in 1815 and slightly expanded. That does not suffice for any library of even the present size, and it will not at all provide elastically for an increase. The modern system of classification provides for indefinite increase. That work must be taken up.

There is no record of the books as they stand on the shelves, which we call the shelf list, and which, after the classification, records the books as classified. It gives the shelf number and identifies this with the original number, which we call the accession number. There is no such record of the present collection. This record is the stock book upon which we take an inventory, whenever that is done. There has been no inventory possible of that collection; there has been none taken.

There are two records which are kept invariably in a library where convenience and the safety of the collection are consulted. One is the record called the accession book, which records each book in the order in which it comes into the library and gives the business history of the book, the source and cost, publisher, imprint, identifies the book absolutely, and gives it a number, which we call the accession number. This does not exist in the present collection. It can not be made, because we do not know how all these books came in. I should not, of course, think of attempting the compilation of that record. But the shelf lists must be compiled. They are essential to the safety of the collection and essential also to its administration.

The situation is, therefore, with regard to the existing collection, that there is this arrear of work to be done. The collection must be reclassified, shelf lists must be written, the books must receive numbers—they have not any numbers now—and there must be a subject catalogue compiled, and the present author catalogue must be revised and put into print, not in book form, but in the form of printed cards. For that work we estimate that it would require 448 people, experts, working a year. Now I have not a single person on that work. We have 17 persons in the catalogue department, whose time, however, is taken up entirely with the current accessions, which are coming in at the rate of over 30,000 volumes a year.

The longer we delay on this arrear work, which represents simply the accumulation of work from the past fifty years while this collection has been going on, the more expensive it becomes, because each time we put a book into the old classification we are doing a piece of

work that will have to be undone when we come to reclassify, and in the meantime the work is simply accumulating as far as the cataloguing is concerned, because if you take a certain number of subject entries of new books and do not include under that subject the books already in the library you must include them at some later date. You are saving up work for the future, which will be more expensive than now. On the basis of a piece of work that would require 448 people a year, and 90 people five years, I ask for 29 people for the next year.

Senator ALLISON. All of them to be on this work?

Mr. PUTNAM. All of them to be on this work.

Senator TELLER. How long would it take 29 people to do this work?

Mr. PUTNAM. It would take them at least ten or twelve years. But my purpose was to start a small force next year, as a basis for a force to be built up the two succeeding years. I did not regard it as economical to start with more than 29 the coming year, and then I will build up during the two succeeding years. The first year of any such work is a difficult one, because questions of detail of considerable importance have to be determined in the classification.

By way of comparison, the University of Pennsylvania had this same problem of reclassification and threw on a force of 60 people. Those 60 people in a year and a half completed a similar work, with a collection of 120,000 books. Sixty people a year and a half on 120,000 books would be, say, 90 people for a year, if they could be put on. That would be a little larger proportional expenditure than I make for this collection, which, although a collection nominally of 1,100,000 books and pamphlets, I estimate as a collection net of only about 800,000 with reference to this work, because there are so many duplicates.

At the University of Pennsylvania they had the problem with reference to a collection of 120,000 books and they put on 60 people. I ask for only 29. The library of Princeton had a similar problem with reference to its collection, and they put on 92 people, doing the work in a year. I want to begin more gradually than that and to build during the next three years. At the beginning of the third year I should want or hope to have a force of between 90 and 100 people, who could work on it until completed, and then we could doubtless reduce that force.

But this, I wish to have very distinctly understood, is not to carry on work that has been carried on with the ordinary force. It is an arrear that has not been touched. It could not possibly be done in the old building, where the books were inaccessible for any such work, even if the force had been provided. It is an arrear of work.

Now, that is for the printed books and pamphlets. A similar arrear exists in the department of maps, in the department of manuscripts, in the department of prints and of music, and I ask for a little additional force in each one of those—an assistant or two to help out with that work there.

There is one new division of work, and that is stated here as the division of documents. The function of that division of the Library would be broader than the title would seem to imply. The material which we are accumulating for the use of Congress (and of course it is primarily the Library of Congress) is of very different relative importance—miscellaneous, recreative literature, relatively of little

importance to the work of Congress, and belles lettres now of little importance, and on the other hand history, science, statistics, political economy, social economy, of inestimable importance.

Now, we have men there who are eminent in their knowledge of history, of Americana, and of various departments of knowledge. We have no man now who has had specific training in the literature of political science, political economy, and statistics. That literature is very largely in the form of documents, and therefore I have expressed this division of the Library as a division of documents as a convenient, short term. I think we do need a man of special training in that work who can help us to round out our present collection, which is very defective, and can see that we are promptly informed of every new publication that is issued that gives the very latest statistical information in any field, who can assist us to secure it promptly and economically by purchase, gift, or exchange, and who can make that material useful to Congress by his own special expertness in the handling of it. I have regarded that of such great importance that I have put it into my estimate for the coming year.

Senator ALLISON. I do not see it here at all.

Mr. PUTNAM. It is not in the House bill at all.

Senator CULLOM. Where do you put it in this bill?

Mr. PUTNAM. On page 22, after line 16. Lastly, there are a few increases of salary which I have recommended. I should have been very reluctant, and am very reluctant, to come before Congress with a recommendation for increases of salary during the first year of my incumbency, and you will notice I have not recommended any general advance at all. The general service of the Library is left untouched, just as I have not recommended any additional force to the reading-room service. That will go on with the present work adequately under the present organization. I ask there only the substitution of one \$1,200 place for one at \$2,000 that I take away from it. That was provided in the House bill.

I do not ask for any general advance in the increase of salaries, of course, but I found a situation peculiar to one or two or four or five positions, a discrepancy that seemed unjust. These positions are those of the chiefs of divisions of certain of the main divisions of the Library. The chief of the catalogue division receives \$3,000; the superintendent of the reading room receives \$3,000; the superintendent of the law library is receiving only \$2,000; the superintendent of the maps only \$2,000; of bibliography only \$2,000; of the music only \$1,500; of the periodicals division \$2,000; of the manuscript division only \$1,500. Now in certain cases that is an inequality not justified at all by any substantial difference in responsibility.

Senator CULLOM. The superintendent of the reading room, it seems to me, has a pretty good salary.

Mr. PUTNAM. It is not given to him because he is superintendent merely. He is chief reference librarian there in Dr. Spofford's absence, and he has a force of 55 people under him to manage and distribute. The superintendent of the periodical room is receiving enough for the position. I do not ask for anything more for him. The superintendent of the music is receiving all I should recommend for him at present, but in the cases of the law library, the maps, and the manuscripts, and one other department, the bibliographic, I do recommend an increase in each case of \$500 for the next year.

Senator WETMORE. The increase for superintendent of the law library was given?

Mr. PUTNAM. The law library increase was given in the House; the others were omitted. Now, these positions are each special in their responsibilities. The superintendent of the map department knows thoroughly his division of work; he knows thoroughly that collection. He is a man who has been in the Library service for twenty-three years, and he is competent to render admirable service there, and he is doing it. He is getting only \$2,000 a year. The superintendent, or the man whom I should place as chief of the division of bibliography, is a man who has seen thirty-three years library service. He is one of the prominent bibliographers in the United States. He had twenty-nine years of experience at the Boston library, and left there before I took office there and came here before I took office here. He is a man of eminent bibliographic accomplishments. He is getting only \$2,000 a year.

The superintendent of the division of manuscripts is getting only \$1,500 a year. He is a Ph. D., of Johns Hopkins, has traveled and studied extensively, has made a large investment into his education, has to handle at least seven different languages in his work, and yet he is getting \$1,500, the salary of an ordinary clerk. Now, those men are obliged to work in cooperation and harmony. Their work is in a sense cooperative, and to the work of a library harmonious work is indispensable. It is difficult to secure harmony when there is a feeling of injustice and inequality. Every one of those men was at the Library when I came there. I have had a fair opportunity to judge impartially as to their merits, and I have recommended these increases as indispensable in justice to them and to secure the comfortable, harmonious working of the Library as a whole. One increase, as I said, was furnished, in the law library. That was the restoration of the salary received by his predecessor.

Now, there is one further case distinct from the foregoing, and that is the department of prints. The office of chief of that division was vacant when I took office. I have not yet permanently filled it. For the past few weeks I have been having some temporary special service done there, and have put a man upon the pay roll; but I have not filled that position, because I did not see my way clear to get a chief at \$2,000 who would cover all the requirements of that position. We have a collection of 70,000 prints, and they are chiefly the result of copyright accessions. That division of the Library is not one upon the increase of which I think we can expend largely.

We shall be dependent upon gifts chiefly for the increase of the collection of prints, and in order to attract them we must not merely have a building that is attractive and a compliment to the collection, and proper equipment and suitable administration and care of the collection, but we must have in charge of that work a man who will at once give the collection a distinction by the use to which he puts it, who will himself be a man of broad education and will know the methods pursued in foreign print collections, a man who is competent to use the collection for educational service, to interest the public in it, to interest givers in it. I know that this is essential from the standpoint of the giver, from the experience we have had with the Hubbard collection. That was given to us by Mrs. Gardiner Hubbard in 1898, but it has not yet been finally transferred, because she is

not satisfied that we have competent supervision for it. We have not a person with any special knowledge who is competent to make it really useful and to classify or even to take care properly of these classical prints. The salary was only \$2,000. Men are getting four and five thousand dollars for such work.

Senator ALLISON. Was not that put in charge of a man from Dresden?

Mr. PUTNAM. The man in Dresden would not come for less than \$4,000, I think. He was an American and is assistant curator of the department of prints in Dresden. Mr. Young made some inquiry about him. I think we can not judiciously place this position on a salary higher than that of the other chiefs of divisions in the Library. I think it should be \$3,000.

Senator ALLISON. You recommend \$3,000?

Mr. PUTNAM. I ask that it may be made \$3,000, and I consider it very important that that should be given. It will come back over and over again in the gifts to that department. As I said, we shall be more dependent in that department on gifts than in any other, and in justice to Mrs. Hubbard particularly, I am anxious to have this change made this year, because I think now that I can get on July 1 a man who will perfectly content her, and who seems to me from my information to be a thoroughly adequate man. I can not, however, get him for less than \$3,000. Three thousand dollars is the salary that will bring that position on the level with the others in responsibility in the Library.

Senator ALLISON. That division embraces just what it indicates—prints?

Mr. PUTNAM. Yes; engravings, photographs, etchings, lithographs, of course. We have a great many lithographs from copyrights. We have the Marsh collection, which came from the Smithsonian, about 1,300 classical engravings of very high merit, and then the Hubbard collection at least 3,000, and Mrs. Hubbard proposes a fund for increase later on. The amount of such funds will depend upon the appreciation we show this collection. She, for instance, feels very badly, and felt very badly, that we could not come up promptly to what seemed to her to be the requirements of the position.

Now, in general, Mr. Chairman, that is all I wish to submit, although the matter of detail I should be very happy to enter into if there are any questions to be asked.

Senator CULLOM. Of course if we are to increase the service above what the House has given, we will want whatever specific statements you can make showing the importance of it, and especially with reference to the increase of salaries. There is a disinclination ordinarily to increase the salaries of clerical force, or any other in fact, after a salary is once fixed by law.

Senator ALLISON. I think Mr. Putnam has gone over that matter quite fully.

Senator CULLOM. Yes; I think his statement on that question has been pretty full.

Mr. PUTNAM. The letter on page 21 of the hearing refers to these increases of salary, and that explains pretty fully the necessities, except in the case of the print collection, which is specified in the letter accompanying the original estimates.

Senator CULLOM. I see you commence by the phrase "general administration" instead of "executive department."

Mr. PUTNAM. Yes, sir.

Senator CULLOM. What is the special reason for that?

Mr. PUTNAM. I did not wish to use the term "department" at all; and I find that the use of the word "executive" is confusing to visitors, and so on. I wanted to use terms that would not assume too much and that were still clear, according to library usage.

Senator ALLISON. In other words, you substitute what you regard as better phraseology in the different divisions of the Library?

Mr. PUTNAM. Yes, sir.

Senator CULLOM. It is more apt.

Senator SEWELL. I wish to ask if an allowance was made by the House; and if so, how many were allowed in the class where you want 29?

Mr. PUTNAM. Eighteen were allowed, 11 were dropped. Those 29 were built up very carefully by us on the basis of the work to be done. It is a graded force, very carefully balanced. As in a bindery when you add another sewing woman you turn in more and more of work for the binder and for the finisher, so in a catalogue department you have to have revisers and supervisors of the work to balance up the original cataloguers, the copyists, and so on.

Senator SEWELL. I understand that this is to be an entirely new force, with new people. It has not been entered upon?

Mr. PUTNAM. No, sir; it is a new subject.

Senator SEWELL. And you would like to start with 29 men?

Mr. PUTNAM. Twenty-nine.

Senator ALLISON. Then you would want 11 more than are provided in the bill?

Mr. PUTNAM. Yes; 11 more than the House bill provides.

Senator CULLOM. And all of them at pretty fair salaries?

Mr. PUTNAM. It is a very carefully classified force, for the pay runs from \$360, \$540, \$720, \$900, and \$1,200 to \$1,500. They represent different grades of expert service for expert work, from the \$720 positions upward, which are positions of cataloguers. The estimate was original work at \$900, on simple subjects, and for those who can do work on a wider range \$1,200, which covers the revisers—men and women who are so thoroughly trained and experienced that they can take the output of the lower grade and revise it before it goes into print. Then the \$1,500 salaries are for classifiers, who can take full charge of the subdivision of a subject.

If I am diminished arbitrarily on any of those groups it throws out the whole scheme, because they are supposed to work together, and the work of one is fitted into another. For instance, there was one \$1,500 assistant left out. That would be an assistant left out in the catalogue room. It would throw out of work some of the more subordinate positions. I need every one of those \$1,500 positions, and so I conceive I need every one of the others, but particularly the higher grade positions in the catalogue force for this coming year, when we must determine the system to be pursued of classification and outline a course.

Senator CULLOM. You want competent persons to run it.

Senator ALLISON. I think I may have made a mistake in the question I put, but I see the present force in the Library proper is 104.

Mr. PUTNAM. Yes, sir.

Senator ALLISON. You estimated for 185 in the Library proper?

Mr. PUTNAM. Yes.

Senator ALLISON. That would be an increase there of 81 people?

Mr. PUTNAM. Eighty-one.

Senator ALLISON. Now, the House bill provides for 156 as against 104 in the Library proper?

Mr. PUTNAM. Yes, sir.

Senator ALLISON. All the people whom you want to enter upon this new work are to be found scattered through these various divisions, are they not?

Mr. PUTNAM. Yes, sir.

Senator ALLISON. Are they all in the catalogue and shelf division, or do they include persons in various divisions?

Mr. PUTNAM. No; some are in the order division, for instance. They are indicated always by the typewritten insertions in the print of the bill before you.

Senator CULLOM. This copy of the bill is your own, that you prepared?

Mr. PUTNAM. Yes, sir.

Senator CULLOM. And all the amendments are indicated by typewriting in the text of the bill.

Senator ALLISON. Here is an item for the shelf division, chief of division, etc., and you say first, 2 assistants where they have 1, in line 25, page 20; then 5 assistants where they have 4, and 6 where they have 5; 11 where they have 9; 4 where they have 3, and 10 at \$540.

Mr. PUTNAM. Yes, sir.

Senator ALLISON. Nearly all of this increase is in that single division?

Mr. PUTNAM. Yes; there are 11 positions in that very department.

Senator ALLISON. You have increased 22 in that single division?

Mr. PUTNAM. The small schedule that I have put in gives a comparison and indicates exactly what was granted, and shows the discrepancies.

Senator ALLISON. I merely wanted to correct myself.

Mr. PUTNAM. There was an inadvertance there in the catalogue and shelf division, on page 21. In line 6, on page 21, the bill reads: "Six messenger boys." It change it to "six messengers," so as to be able to employ girls, and so on.

Senator CULLOM. Well, I presume you have given us enough information to enable us to deal intelligently with this part of the bill.

Mr. PUTNAM. I trust I have been clear in reference to those increases in salary. They amount to only \$1,500 for those three chiefs of divisions, but will do a great deal to make harmonious the operation of the Library and be more valuable than three or four clerks at \$1,500 each. They are really indispensable in justice. There are at least five divisions of the Library where the chief should be placed on a salary of \$3,000, but I propose to bring them up gradually and not all at once.

Senator CULLOM. I think your idea of having harmony by treating everybody fairly is a good one.

The subcommittee, at 12 o'clock m., adjourned until to-morrow.

HEARINGS

BEFORE

SUBCOMMITTEE

OF

U.S. HOUSE COMMITTEE ON APPROPRIATIONS

CONSISTING OF

MESSRS. BINGHAM, HEMENWAY PUGH
LIVINGSTON, AND TAYLOR,

IN CHARGE OF

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL FOR 1901.

WASHINGTON:
GOVERNMENT PRINTING OFFICE.
1900.

FEB 11 1910
D. OF A.

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LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL, 1901.

HEARINGS CONDUCTED BY THE SUBCOMMITTEE, MESSRS. H. H. BINGHAM, J. A. HEMENWAY, S. J. PUGH, L. F. LIVINGSTON, AND G. W. TAYLOR, OF THE COMMITTEE ON APPROPRIATIONS, HOUSE OF REPRESENTATIVES, IN CHARGE OF THE LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL FOR 1901, ON THE DAYS NAMED.

FRIDAY, January 26, 1900.

LIBRARY OF CONGRESS.

STATEMENT OF MR. HERBERT PUTNAM, LIBRARIAN OF CON- GRESS.

The CHAIRMAN. Have you your matter arranged as you want to submit it to the committee, outside of your report?

Mr. PUTNAM. Yes, sir; I think so. I assume that the committee would wish to enter into the details, and I thought that it would be an advantage if at the outset I might say a few words covering the general field—not lengthy. Will the committee entertain such a statement?

The CHAIRMAN. You had better state generally to us what you wish first, in your own sequence, and then we can cross-examine you.

Mr. PUTNAM. I should like to submit first this typewritten statement (Exhibit A), containing one or two corrections and two recommendations for insertion. In ordinary course I should never expect to come before a committee at this stage and ask for any emendation in my estimates. This year I have been accumulating knowledge very fast through the past few months, and this typewritten statement represents corrections I should like to have made—

The CHAIRMAN. What pages?

Mr. PUTNAM. The pages are indicated. Certain of them I will refer to more generally. The first, if you please, is simply a change in phraseology. It is a substitution of the word "division" in place of the word "department."

The CHAIRMAN. In other words, your library heretofore has been divided into departments?

Mr. PUTNAM. Yes, sir.

The CHAIRMAN. And you prefer there should be only one department, and to have divisions?

Mr. PUTNAM. Yes.

The CHAIRMAN. That is a change of verbiage without any other change?

Mr. PUTNAM. That is all. These recommendations are contained in this typewritten statement, of which I have had made and place before you manifolded copies.

The CHAIRMAN. They will be made a part of the record.

Mr. PUTNAM. In the next place I wish to withdraw the recommendation for one increase in the law library. I recommended an increase in the case of one salary from \$1,400 to \$1,600, and I wish to withdraw that recommendation. Of course that would change the total for the law library and reduce it by \$200. On page 45 I wish to enlarge the scope of the item described as "contingent expenses" and to have that item—

The CHAIRMAN. Your automobile is in lieu of horses and wagons, or is it an addition?

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Mr. PUTNAM. In lieu of.

The CHAIRMAN. How much additional cost?

Mr. PUTNAM. The estimates we have had for an automobile mail and delivery wagon are preliminary. The estimate is \$1,845.

The CHAIRMAN. Additional?

Mr. PUTNAM. This is for the wagon, the full outfit—an automobile wagon in lieu of the wagon and horses.

The CHAIRMAN. And that costs what?

Mr. PUTNAM. The present wagon? I can not say the original cost. We figured that the cost of the maintenance of that wagon, with two horses, for the next year will be in the neighborhood of \$600. I am not an expert upon automobiles and should not intend to purchase without investigation.

The CHAIRMAN. Then your horse, wagon, and driver will be an increase of \$650?

Mr. PUTNAM. One thousand two hundred dollars.

Mr. LIVINGSTON. Being a saving of \$600 annually, providing there are no repairs to be made to the automobile.

Mr. PUTNAM. Yes. This change in the phraseology of the item for contingent expenses is contained on page 2 of this exhibit under paragraph 6. I wish to insert there the words "and all stock and materials directly purchased." I wish that item to read as stated in this typewritten statement. It broadens the phraseology of the original item and increases the total estimate from \$6,685 to \$8,500. Of course I assume to explain this when the proper time comes.

Mr. LIVINGSTON. Why not do that right now?

Mr. PUTNAM. I thought perhaps it was unnecessary and involved at the beginning that detail which you will have to take up later. On page 43 of the estimate for increase of Library of Congress for purchase of books for the Library I recommend there be inserted "and traveling expenses incidental to the acquisition of books by purchase, gift, or exchange." That, of course, I expect to be called upon to explain; and lastly, to have inserted this item contained in the last paragraph on page 2 of the statement.

The CHAIRMAN. For miscellaneous, special, and temporary service, to be immediately available?

Mr. PUTNAM. And to continue available until expended. That is an item composed of several subordinate items which came over to this committee from the subcommittee on the deficiency bill.

The CHAIRMAN. In other words, you ask there be immediately available that which during the years 1898 and 1899 has been deemed by the administration of the Library not unnecessary, but unexpended?

Mr. PUTNAM. Yes, sir.

Mr. LIVINGSTON. I want to say to the chairman that when we came to the urgent deficiency bill he endeavored to put it on, and Mr. Cannon thought it was clearly under our jurisdiction and said we could put that in the legislative bill and make it immediately available, and it was on Mr. Cannon's suggestion.

Mr. PUTNAM. Now, Mr. Chairman, if I may refer to the second statement (Exhibit B) which has just been laid before you. It seemed to me desirable that the committee should have before it at the very outset the limit that is contemplated, and I have therefore drawn off this memorandum including the estimates of the superintendent of the building, Mr. Green. The total amount which we ask for for the next year is \$515,685. The total appropriation for this current year, including the deficiency items recently granted, is \$325,000, so that the total increase asked for and to be explained, is \$190,000, leaving out the hundreds. This is irrespective of this \$19,000 of reappropriation. Now, if you will permit me to peel off from that sum certain items resting on special considerations, the increase for the furniture for the building will be \$30,000. The building is not fully equipped with furniture.

The CHAIRMAN. That is the increase on account of furniture?

Mr. PUTNAM. Yes.

The CHAIRMAN. You mean you will not expend by \$30,000 as much as you have expended?

Mr. PUTNAM. No. I wish to analyze this total increase. The total amount of increase is \$190,000. Now, by way of preliminary, if you will permit me to analyze by peeling off one sum after another, I will say that the increase in the furniture appropriation is \$30,000. We had \$15,000 for this year and we are asking for \$45,000 the next year. Mr. Green very wisely refrained from furnishing that building at the outset. He realized that the furniture for a library is of a highly special character and there should not be any attempt to anticipate all the needs at the outset; that the precise furniture needed for this or that use, for the maps, for the catalogues, etc., could be determined in detail only as the use gradually developed.

Accordingly we now lack furniture in various departments. The maps are spread out on packing cases; the prints, photographs, engravings, etc., of which we have 70,000 copies, have not any storage cases and only some exhibit cases; the music has no furniture, and so on. This is a part of the permanent equipment and that item will need to go on for some years. It does in any library. In the British Museum they appropriate \$50,000 to \$60,000 a year for furniture, for which need is constantly developing and which it is extravagant to attempt to make all at once, because the question of detail can only be settled as you go along.

The CHAIRMAN. Let me ask you, so as to get a little information; you speak of the British Museum. The British Museum is in the center of millions of people. Does the British Museum perform any functions or do any line of work other than the Congressional Library does?

Mr. PUTNAM. Yes, sir; under the general term "British Museum," is included sometimes what is called the South Kensington Museum, which is in a distinct building. Now, in the building in Bloomsbury Square, where the British Museum proper is, there are also some archaeological collections, the Elgin marbles, collections of numismatics, etc., and the appropriations or grants from Parliament are for that whole system at Bloomsbury Square. I have a record of the appropriations for this year.

The CHAIRMAN. You will file those with the clerk.

Mr. PUTNAM. I shall be glad to do so. Except in one item I can not distinguish what is for the maintenance of the archaeological collection, but in the case of books I know. The total appropriation for increase of the collections there is this year \$110,000. Now, I have a direct statement from the librarian that for the increase of the library proper the sum is \$70,000. I do not know just what the distinction is, what the relative proportion is in the case of furniture or in the case of service. Is there any other question about the British Museum you wish to ask?

The CHAIRMAN. No.

Mr. PUTNAM. Of course, on the other hand, we have departments that the British Museum is not sustaining.

The CHAIRMAN. Which it does not have?

Mr. PUTNAM. Yes, sir. The British Museum has one great central reading room. It admits a few special scholars, with high credentials, to some of its special departments, but it is not maintaining such a department as our newspaper-periodical room is here.

The CHAIRMAN. They have no newspaper department?

Mr. PUTNAM. None to which the public have direct access for current newspapers and periodicals, such as the department which we have opened here; and it has not the copyright business at all. Of course that forms a particular item with us here.

Now, if I may deduct that item of furniture which is chargeable to permanent improvements, we have left as an increase \$160,000. Now the increase in the amount for printing and binding is \$40,000. We had this year \$25,000 for printing and binding.

The CHAIRMAN. How does printing and binding compare with previous years; have you increased largely since you have been in the new Library?

Mr. PUTNAM. I think that in the old library here the amount was only about \$15,000 a year. For this year it is \$25,000, plus \$10,000 granted in the urgent deficiency bill, and I have therefore called it \$35,000, and I have asked for next year \$75,000. That, of course, needs explanation. That explanation I suppose I can give now or refer to later. Of course the explanation, roughly, as to the binding is that you were not binding the books as they needed to be bound while the library was here. They were accumulated, and we have by actual count 200,000 pamphlets and 40,000 books that are in paper covers, in addition to an enormous number of books which need repairing.

Now, all of those will not need to be bound, but there is binding actually requiring to be done that will certainly exceed \$100,000 in cost. The binding of 10,000 volumes of newspapers and periodicals alone which we have on hand awaiting binding will cost \$27,000 on the rates charged by the Government Printing Office now. They ought not to be used, and they can not conveniently be used, until bound, and we are holding back that binding. It would be exceedingly desirable if the allotment for printing and binding could be sufficient to justify the Public Printer in detailing an additional force to work at the Library itself. He has four persons there—three men and one woman—doing repair work. There are a great many books which it is dangerous to permit to go out of the building. There are others which could be repaired very well in the building if we had the force there.

This printing and binding of course includes, under the term "printing and binding," all forms for the copyright department, which cost about \$4,000 a year, and miscellaneous printing for general administrative purposes.

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Now, deducting that item of printing and binding leaves \$120,000 to be accounted for. Of that \$120,000, \$14,000 is to be accounted for by the increase recommended for the copyright office. That is explained at some length in my statement accompanying the estimate. The copyright department is more than self-supporting.

THE CHAIRMAN. How much more than self-supporting?

MR. PUTNAM. In the past year it covered into the Treasury \$17,000 beyond what was the expense of maintaining the office, charging against the office the service—that is, salaries—and charging against it printing and binding and small supplies.

THE CHAIRMAN. Are you up with your copyright work?

MR. PUTNAM. We are eight months behind in what is known as 50-cent entries. Those are entries of American books not under the international law. That means about 50,000 entries. The certificates have been issued, but the entries have not actually been made in the official record.

THE CHAIRMAN. All the preliminary conditions have been fulfilled, so that there is no inconvenience to the applicant for copyright. Is that so?

MR. PUTNAM. There is an inconvenience even as regards those items, for not merely have the entries not been made, but the indexes have not been brought up to date. We make the entries in a large volume like a register of deeds. That contains the original entries. Then we have to index all copyrights under the owner of the copyright and under the title of the copyright publication. These indices are not in existence as regards these 50,000 applications. The ordinary business of the office, the correspondence even, is very much delayed. With this present force the register is able only to select out the letters which seem most important to have speedy answer and deal with those. He can not handle the business in a prompt and effective way. Of the old copyright deposits, articles deposited, there are some 200,000 which are not yet classified and arranged, or, in many cases, credited and indexed.

THE CHAIRMAN. Are those the volumes or rooms you showed me some days ago?

MR. PUTNAM. Yes, sir. There is an accumulation yet to be put into condition for effective reference. Copyright litigation requires often that the articles deposited shall be produced in court.

THE CHAIRMAN. Are they being held in their present condition for cataloguing?

MR. PUTNAM. They are being held there in the first place for arranging. They ought to be arranged chronologically, and we have not their identification which would even connect them with the copyright records.

THE CHAIRMAN. In other words, in the Library they have no useful relation at all?

MR. PUTNAM. They are distinct from the copies of those articles which have been transferred to the Library proper for library use. These are a part of the copyright record office proper. They are the second copies. Now that is the arrears. In the meantime for the current work the situation is this: We had here in this building 24 people in that office. By law we have now 29, and we have had to detail from other divisions of the Library 7 more; so we have had 36 people at work on the current business. Now, those people, some of them, work overtime. The total overtime during the past year was equivalent to 7½ people more.

THE CHAIRMAN. What do you call "time?"

MR. PUTNAM. The normal hours are from 9 o'clock in the morning until 4 in the afternoon.

THE CHAIRMAN. That is seven hours. Then you run those hours in the Library?

MR. PUTNAM. Yes.

THE CHAIRMAN. I understand.

MR. PUTNAM. There are some employees in the copyright department who have worked overtime constantly. One man has worked 1,984 hours overtime during the past year.

THE CHAIRMAN. Why was that?

MR. PUTNAM. He had to do the best he could with the work on hand, and he had the strength to do it.

THE CHAIRMAN. Was he an excellent man?

MR. PUTNAM. He is a good man.

THE CHAIRMAN. More than an ordinary man?

MR. PUTNAM. Yes.

THE CHAIRMAN. Suppose you had worked your force eight hours?

MR. PUTNAM. If we increase the Library day, which is, of course, the Department day, we could get more work out—the output would be larger, undoubtedly. In effect we have had there, in fact, the equivalent of a force of 43½ persons.

THE CHAIRMAN. As against what?

MR. PUTNAM. As against 29 allowed by law. Now, in the meantime the copyright business is increasing at the rate of 10 per cent a year—all of it; the number of applications, and the number of articles filed, and the amount of fees turned in. The

handling of these fees is a part of the business; and since we moved over to the Library building the whole financial system of the copyright work has been systematized.

The CHAIRMAN. When you speak of the increase you include certain things as pamphlets, music, and prints, and all matters of that kind?

Mr. PUTNAM. Yes; in the past year the copyright entries have been 80,000, as against 40,000 ten years ago, an increase of 100 per cent. There have been 67,000 letters received; there have been 103,000 letters or packages sent out.

The CHAIRMAN. You say that most everything pertaining to the copyright has increased?

Mr. PUTNAM. Yes; and there have been 120,000 articles received that had to be dealt with. Now, those articles, to be dealt with systematically, involve a very considerable amount of routine, as the copyright is invalid if the article is not deposited on or before the date of publication, and it is essential that the record should show absolutely that the article has been received on or before the day of publication. So there is much routine to be gone through. Now, I deduct this item from the total for the reason that the copyright business stands on a basis by itself and it is a department earning something. By law, the regular force is now 29, and we have been working 43½ for the current work, and I recommend 40. This is independent of the 5 called for to work upon the arrears—a special force.

The CHAIRMAN. Right in that connection, from your experience, what are the hours of the Boston library?

Mr. PUTNAM. They are from 9 to 5 in the administrative departments—the inside departments.

The CHAIRMAN. Eight hours, as against seven here?

Mr. PUTNAM. Yes; seven here.

The CHAIRMAN. Let me ask this, as we go along, What records do you keep for the use of the library of what might be called the transient or irregular caller—that is, anyone who calls for a book? Do you keep such a record?

Mr. PUTNAM. Until three months ago the applicant for a book was not required to put his address on the call slip, so there was no way of proportioning or determining the ratio of use by residents as against outsiders. Now the address is required.

The CHAIRMAN. On every call?

Mr. PUTNAM. On every call.

The CHAIRMAN. How about Congress?

Mr. PUTNAM. Of course, we distinguished between that call and the call of the ordinary reader, so that at the end of this year I would have that statistic.

The CHAIRMAN. Have you any idea of what that runs?

Mr. PUTNAM. No; I have not at present.

The CHAIRMAN. Does it run a thousand a day?

Mr. PUTNAM. Well, the total number of books issued a day may be as low as 500, but the average per day last year was 1,090 volumes. The total number of books issued for home use is only 20,000 in the course of a year.

The CHAIRMAN. You will observe that the appropriation for the library amounts to \$515,000 in round numbers. Is not that a very expensive amount per caller?

Mr. PUTNAM. Expensive as a total?

The CHAIRMAN. If you have only 500 or 600 callers a day.

Mr. PUTNAM. That does not represent the use.

The CHAIRMAN. I mean the use.

Mr. PUTNAM. No, sir; that does not represent it.

The CHAIRMAN. What is your estimate of the use?

Mr. PUTNAM. It is hard to put that into figures. In the first place, the building itself. You have to consider that as a unique expense—the largest library building in the world and the most costly to operate, an architectural monument. The 4,000 visitors who come there daily are being given something when the building itself is placed at their disposal. At the library you have to consider that we have the copyright office, which is special to the library.

You have to consider that we have the largest collection of books on this hemisphere. Now, when it comes to the administration of that collection, we have it, of course, divided up now into divisions like maps—the division of music, the division of manuscripts, the division of prints, etc., which have to be handled separately and in an adequate way.

Now, as regards what I was considering, and have been considering, in the estimates for the next year as against the appropriations for this: With reference to that ratio my supposition was that the figures would naturally be challenged, and on this ground: We have gotten along apparently with so much, how is it that we suddenly need to increase the total to this extent? We have not gotten along, Mr. Chairman. The library in this building was simply an accumulating mass of material.

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Of the 42 people at work there only 18 were at work on general administration. The books were not, as the library increased, put into condition for use by being bound and kept in repair. There was no possibility of handling them properly. There were none of the ordinary official records, provided as the library increased, those records that customarily are provided in the normal course from year to year as a library grows. The Library was administered by men—Dr. Spofford and Mr. Hutcheson—of very eminent person, power, and capacity in the handling of material. For that reason alone it could be as effective as it was, but it stands now a mass of material not yet equipped with the official records which are requisite for its safety, or with the catalogues and other paraphernalia which are necessary for its effective use. If the committee will permit me one moment—it will, take but a moment to indicate what those records are. May I do so?

The CHAIRMAN. Certainly.

Mr. PUTNAM. There are two official records which are considered as fundamentally requisite in a library. In the first place, the record of the acquisition of the books—the history of each book and of its accession to the library. We wish to identify the book; from what source it came; whether by gift or purchase; if a purchase, what we paid for it and when it was bought. We want to have a description that will be precise—the author, the title, the publisher, and the date. We want to be able to trace up that information at any time. Now, here is a specimen volume containing that record. It is called the “accession book.”

The CHAIRMAN. Of new books?

Mr. PUTNAM. Yes, sir; new books. Chronologically as books come in they make an entry here, each volume having a line—not each set, but each volume—each volume having a number, so that it receives an absolute identification. Its author is given, its title, and the imprint—that is, the publisher, and the date, and its source.

The CHAIRMAN. Is that in connection with the copyright?

Mr. PUTNAM. If the book comes from copyright and it is drawn upon for the use of the Library, it still receives the entry here, because it is an accession to the Library. This is in connection with the Library proper, and covers all books placed in the Library collection.

The CHAIRMAN. How many such books have you?

Mr. PUTNAM. Of these? We write them as the Library progresses. There is space in one of these volumes for 5,000 entries.

The CHAIRMAN. How many men have you employed on that character of work?

Mr. PUTNAM. We have had one volunteer, whom I have been obliged to discontinue under the law. Now there is no accession register; there is no accession book of the existing collection.

The CHAIRMAN. You call that new work?

Mr. TAYLOR. When did that commence?

Mr. PUTNAM. This was begun in 1897, when we entered the new building. This is a record of all books which have come in since that time.

The CHAIRMAN. That includes copyright books?

Mr. PUTNAM. So far as placed in the main collection, yes.

The CHAIRMAN. And purchases and gifts?

Mr. PUTNAM. Yes, sir; all books placed in the main collection. There is a similar record of all maps, music, prints, etc. In each such division there must be a record. When I say “must” I mean to say what is normal in a library. Now, the books have to be classified, and that locates them in their definite relations on the shelves. That classification has to provide for an indefinite insertion as the Library increases. There is a classification in existence—the present classification—but it is a classification that was adopted for that collection in 1815, when the Library was Thomas Jefferson’s private library of 6,700 volumes. It was slightly expanded, so it now contains 44 main divisions.

Within the past thirty years new systems of classifications have been introduced which provide elastically for indefinite increase. In place of 44 main divisions you would have at least 1,000 divisions and a provision for indefinite subdivision, so that any book coming into the Library may find its place exactly in the proper subdivision. If it is an American history of the war of 1812, or of the war of the Revolution, it would find its place alongside other books by the same author in the same subdivision. Now, this classification we have will not answer. It must be thrown away. But I do not speak of that as though this were a problem special to this Library. Dr. Billings, in going to New York and taking charge of the Astor Library, had to do exactly the same thing; he had to throw away the old classification and adopt a new one more elastic.

At the University of Pennsylvania they had the old classification, and two years ago they received a gift which enabled them to reclassify. They had the work done

under a force of sixty people, and in a year and a half they reclassified that library. It was worth while, although it cost a large sum—I do not know what. That library was a library of only 120,000 volumes, but it took sixty people a year and a half. Now we have 850,000 books—

Mr. TAYLOR. They classified under a new system?

Mr. PUTNAM. Yes, sir; they adopted a new system. Now, when the books are classified—

Mr. LIVINGSTON. You began to say that you had 850,000 books here?

Mr. PUTNAM. We have, taking all our collections together. We have nominally 850,000 printed books and 250,000 pamphlets.

The CHAIRMAN. That does not include your duplicate copyrights?

Mr. PUTNAM. I was going to say that that would make the nominal total 1,100,000 books and pamphlets. But you must discount that. For the purpose of estimating as to what the labor would be of reclassification, I call it a collection of 800,000 books and pamphlets; I throw off 300,000. Now, when these books are classified a new record has to be written, which is for a different purpose. It shows the collection as it stands on the shelves.

There will be, for instance, history, American history, and each subdivision of American history, and each one of those subdivisions receives a number or symbol, and those books are arranged under that, by authors. Now, we have to have a record written that will always be before the catalogue department as to the condition of the shelves—as to the books as they stand on the shelves. That is necessary, because we are putting in new books all the time, and we have to give them numbers, and we have to know what numbers are not yet assigned. It is also necessary each year when we take an inventory, because it is by means of this alone that we can go through and check up the books on the shelves. This shelf list of the Library is an indispensable record. It is a necessary record, and the basis of every inventory, and it must be kept. There is no such record of the existing collection, as one was never kept in this Library.

Mr. TAYLOR. Could you obtain in any definite way an estimate of the books you have on hand now classified by subjects, with the material you have on hand, catalogues, etc.?

Mr. PUTNAM. We have to answer for the purpose of an inventory only what is called there our author catalogue. It consists of entries of the books under their authors on slips. There is such a slip [exhibiting same]. These slips are kept loosely in drawers and always have been, and they are for official use only, and they are constantly taken out and handled, and some of them may get astray. Doubtless many have got astray, as they are serving the purpose of a catalogue, but not of an official record, which is kept inviolable.

Mr. TAYLOR. So you have really nothing?

Mr. PUTNAM. We have no such official record, and these slips have not been verified since we have been in the new building. There has been no inventory taken in that sense, nor has any one in any strict sense been taken. Now, I could not have an accession register made of the existing collection, because I could not tell in the case of any book how it came in, but in reclassifying we must have this shelf record. It can be kept on sheets or on cards.

Mr. PUGH. The time, labor, and expense of reclassification of the example which you gave required 60 persons in order to reclassify 120,000 books might be taken as a fair estimate as to what will be required to handle the mass of material you have on hand?

Mr. PUTNAM. I made up my estimates for next year without knowing of these figures, but they tally. My estimate was this, that to reclassify our library, the existing collection, to write these shelf lists, and to make a subject catalogue—and I was going on to explain what we lacked in the way of a catalogue proper—that all this subordinate work, auxiliary to the main work, would require a force of 448 people a year.

Mr. PUGH. According to the estimate you gave there that would be only 1,300 and odd volumes to each individual per annum. Would that be regarded as good work?

Mr. PUTNAM. We arrive at this estimate in this way. One classifier can classify 15,000 to 20,000 volumes a year.

The CHAIRMAN. One clerk?

Mr. PUTNAM. One classifier. One cataloguer who is familiar with cataloguing can catalogue from 3,000 to 5,000 volumes a year. It may seem a very small number, but I am speaking of entry under author and entry under subject, which is much more difficult and requires expert knowledge of high grade.

The CHAIRMAN. That is only 10 or 15 a day?

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· Mr. PUTNAM. It is about 20 a day, taking the working year. We have taken the maximum in each case, 20,000 for the classifier and 5,000 for the cataloguer, but that is only the original work in each case. For each 4 or 5 cataloguers there have to be more advanced experts who revise their work before it goes into print.

There have to be people writing these shelf lists; there have to be people who are copyists; there have to be boys who are pasting on book plates, labels, and all that. And as these processes require entries in the books there have to be other subordinates at work. Taking all that auxiliary service, with the more expert service for the work that I mentioned, we estimate it would require 448 people a year, or about 90 people five years.

The CHAIRMAN. What are you basing your estimate upon? How many years?

Mr. PUTNAM. My estimate assumes this, that it would be unwise and extravagant for us to throw on a large force at once. The problems are very difficult, and they should be taken up gradually during the first year; and what I should propose as an economical business method would be to start with a small force, organize that thoroughly, and have there a foundation upon which to build during the two succeeding years. I think there will have to be a progressive increase during the next three years. Now, I have 17 people in that department by law, and they are not keeping up with the current work, and what I am speaking of is arrears.

I presume it will be your desire to have this collection put into condition for effective use for the scholars of this generation. Now, these processes are long. Just to put a catalogue in print the British Museum has—

(In response to a query by the chairman as to previous estimates.) I have the notes of a hearing before this committee two years ago, and there was some suggestion with reference to the additional assistants when some such question or remark as this was made:

"And this would enable you to get through with the cataloguing in three years?"

There was some such remark as that. Now, of course it is not for me at all to criticize any estimate previously given. If in previous years this committee had had before it this statement in detail it would be my duty to take up and compare the previous estimates. So far as I know this committee has never had a full analysis of this situation. The present force of 17 people does not suffice to keep up with the current work. I have had several volunteers upon that work who have been some aid—one on the accession book.

The CHAIRMAN. What do you call "volunteers?"

Mr. PUTNAM. I call those volunteers who have done work for us as a sort of test to satisfy us of their fitness for a regular salaried position if one should occur. It has been a form of examination. I took on one last July, and I have taken on various since, but I suddenly had called to my attention a provision of law which forbids any department or office of the Government to employ volunteer service except in emergencies involving loss of life or destruction of property. There is destruction of property here, but I could not well plead that. So I have discontinued that service lately, and that is the additional reason why I was anxious to secure this reappropriation of the balances of last year, we being thus additionally handicapped.

Mr. HEMENWAY. Let me ask if that money was reappropriated would these volunteers be paid for any services performed up to date?

Mr. PUTNAM. No, sir; the volunteers we have had there have been taken on only at their very urgent request to be allowed to demonstrate to us their ability.

Mr. HEMENWAY. Where do they come from?

Mr. PUTNAM. They come from various places. Two have been from the District, I think, although their residences previously have been other places; three perhaps have been living in the District, and one is from Minnesota, one from Michigan, and one is from Pennsylvania, and so on. We have had nine in all. They have been taken on because they wished to prove their capacity. We have guarded against any claim or obligation whatever by a written stipulation that the service was temporary and that we granted them the employment merely as a privilege; that it might be discontinued on a week's notice; that it was entirely without pay; that it did not create in them any preference whatever for a salaried position if a vacancy should occur, and that the only advantage it would give them in the case of an appointment would be the advantage of having shown what they were good for.

The CHAIRMAN. What have you as a qualification; simply that they volunteered to do the work?

Mr. PUTNAM. No; we refused to take people who simply wanted to come; we had a standard even for the volunteer service. It has been in one or two cases a recommendation of this kind, that there was an applicant who possessed a college education, we will say, a good general education, with knowledge of foreign languages, and generally equipped for useful service in a library, but lacking the special training. Perhaps such an applicant had showed indication of some special natural apti-

tude. After, say, six months of test and special training in the Library, such a person might prove that his general education had been thorough, and that he possessed better qualifications for a regular position than many an applicant who at the outset could bring technical knowledge.

The idea, therefore, has been in the case of one or two of these applicants to see whether, with the special training superadded, which they would get in the library, their general education and particularly their natural aptitude, they might not prove them very serviceable employees. Some of them have been persons with library training and might have qualified at once for a salaried position. Three volunteers had library training in addition, but I had no salaried position to offer them.

The CHAIRMAN. If it will not divert you, perhaps for my own information, what is your rule with reference to taking out books?

Mr. PUTNAM. The classes of persons upon whose application books may be issued are defined by law. Members of Congress, justices of the Supreme Court and the other courts here, the heads of departments, the diplomatic service, ex-Presidents of the United States residing in Washington, and one or two other classes as designated.

The CHAIRMAN. Then I understand that body of selected people by the Congress can take out books, and they are the only parties who can?

Mr. PUTNAM. Yes.

The CHAIRMAN. Can they take out books when they are absent from the city of Washington?

Mr. PUTNAM. Take them away from the District, have them sent out of the city? No, sir.

The CHAIRMAN. I made that application myself and I wanted to know. I needed a book, a very important book for me to make a speech, and it was refused, as nothing could go out of the city.

Mr. PUTNAM. That has been the usage.

The CHAIRMAN. Then the limit of usefulness to this privileged class is confined to their residence in Washington in their requests for books?

Mr. PUTNAM. That has been the usage.

The CHAIRMAN. Then all the other usefulness of the Library in a popular sense is confined to those who go to the Library and enjoy the privileges of the Library in your reading rooms?

Mr. PUTNAM. In a popular sense, yes. Of course, the issue of special bibliographies that may go out and render service beyond the limits of the city is another service; and the answer of inquiries by mail another. We receive inquiries from all over the United States, which are dealt with by letter.

The CHAIRMAN. What broader field of usefulness does your Library now cover that it did not cover a year ago, outside of the opening of the Library at night?

Mr. PUTNAM. Outside of the opening of this room, the newspaper and periodical room, I do not know of any. I hope that may not be said a year from now.

The CHAIRMAN. What regulates the taking of a book from Washington?

Mr. PUTNAM. It is the statute.

The CHAIRMAN. Do you not think that statute meant a member of Congress or this privileged class could order a book? He can take that book from Washington and nothing can prevent it.

Mr. PUTNAM. And members of Congress do take books from Washington and return them from a distance.

The CHAIRMAN. I have.

Mr. PUTNAM. I say that it is the statute in which the classes of borrowers are specified, and the statutes conferred upon the Library Committee the power to make rules and regulations, and that has been the usage adopted under that authority. Now, by the act of 1897 the power was vested in the Librarian of Congress to make rules and regulations for the Library. I have been in office only since April.

There is one thing I have learned in my library work, and that is not to be rash in upsetting usages or broadening them. I was particularly reluctant to change abruptly the usages of past years. By all habits and by natural inclination I should be in favor, of course, of the broadest use. I have been associated with libraries whose administration went upon that theory, and I conceive that this library is primarily a Library of Congress, is a legislative library, and should be useful to Congress to the fullest extent possible. I will go so far as to say, Mr. Chairman, that I think it is preposterous that I should not have sent you the book to Philadelphia.

Now, the power which was vested in the Librarian by that act of 1897 might possibly have justified me during the past eight months in modifying the existing rules and regulations. The Library Committee seems to interpret that provision as transferring some authority from them to the Librarian. I have been diffident, however, to act really under that until I had opportunity to talk matters over with the Joint

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Committee on the Library and become a little more familiar with the history of their action, as regards the rules and regulations and the course of the Library from its beginning.

Might I resume for a moment the point I had reached in regard to these records, because there is one I have not dealt with which is one of the most important of all? If a catalogue of that Library is put in the Library there are two things to be accomplished by it. The inquirer ought to be enabled to know whether the Library has a book of a given author. The inquirer ought to be able to determine quickly, if necessary, without the intervention of anybody else, what the Library has upon a given subject. Now, for catalogues the Library has at present this alone, represented by these slips kept behind the counter (exhibiting same).

The CHAIRMAN. A card catalogue?

Mr. PUTNAM. Yes; these slips are mostly written, as this. They are kept behind a counter and they are for official use only. They are not and can not be multiplied. We can not place one before the public, we can not have one in the catalogue division, or place one over here at the Capitol.

The CHAIRMAN. Is that card catalogue complete in a general sense?

Mr. PUTNAM. It is supposed to be complete, but that is not wholly certain. It is to be presumed, of this as of every other catalogue that has grown up under the circumstances, that it will have to be revised before it can be said to be accurate even within its scope. The material here was not in a condition to be catalogued properly. You can not catalogue one book, especially under its subject, without reference often to scores of other books. Now, they could not be got at here.

In the catalogue work at Boston, where they have now perhaps the most elaborate author and subject catalogue on cards of any existing library, they are sending tons of books back and forth from the shelves, but this work could not be done here. I do not mean to say that this work could have been done here, nor to lay blame upon anyone for the absence of these records. But we are confronted with a situation where we have not merely to do what libraries have ordinarily to do—carry on a certain amount of routine work—but we have to go back and make up work for the past fifty years. The magnitude of that I have indicated.

We estimate that for this cataloguing, for the classification for these shelf sheets, etc., it would take 90 people five years. I have no person who can work on that arrears now. I have asked the next year for 29 people. I have done that on the assumption that I should have another addition the year after and another the year after that, to reach the normal. That is a lengthy process and I do not wish to obscure that. I put large figures before you at the outset because I did not wish to convey any impression that this was a light undertaking. It is not, only I wish to make plain that I am recommending that the beginning be made well within the limit.

The CHAIRMAN. Right in that connection, are you following the system in connection with your catalogue heretofore adopted by the Library?

Mr. PUTNAM. The author entries?

The CHAIRMAN. I do not mean your card catalogue but your permanent catalogue.

Mr. PUTNAM. We have not any permanent catalogue other than the card catalogue, that is the permanent catalogue. We issue no printed catalogue in book form.

The CHAIRMAN. You are not proposing such a catalogue?

Mr. PUTNAM. No, sir; for this reason—

The CHAIRMAN. Has not that been the proposition of your predecessor?

Mr. PUTNAM. Mr. Spofford has stated to me he would like to see a catalogue in book form for this library and he would agree to read the proof. There has not been a catalogue in book form for this library since 1878 when there was one issued of two volumes, and in 1869 there was a catalogue under subjects. Let me indicate what that would mean, a catalogue in book form of this present Library.

The British Museum has issued such a catalogue in book form under authors. It has taken nineteen years simply to put it into print, and it has cost over \$300,000. They are now beginning to start a new edition, which will take until 1915, and cost as much more. An estimate was made of the cost to put the card catalogue of the Boston Public Library into print.

The CHAIRMAN. A card catalogue?

Mr. PUTNAM. They have the card catalogue all ready to throw into the printer's hands, and the question was not to compile the material, but only to see it through the press. The question was only as to what it would cost and what time it would take to put it through the printer's hands, and the estimate was that it would take fifteen or sixteen years and cost a quarter of a million dollars. That done, the first volumes would be out of date; you then have to begin all over again and issue supplements or issue an entirely new edition.

Mr. PUGH. If you do not catalogue the books in book form to what would the general reader have access to ascertain the classification by authors, etc.?

Mr. PUTNAM. I did not quite catch that.

Mr. PUGH. To what would the general reader have access for catalogue information if you do not publish it in book form?

Mr. PUTNAM. These cards should be printed; a number of copies should be printed so that we could place a copy in at least three places—in the catalogue department, in the main reading room, and over here in the Capitol.

Since July 1, 1898, we have been printing cards representing copyright accessions, and it pays to print, even though you have only one copy of the catalogue, because that title must appear in several places. It appears first under the author and then it will appear under the various subjects of which the book treats; so the practice is common in large libraries to print. We printed, as a matter of course, in Boston. We had our separate printing department, and we did all our own work right there. We printed from 8 to 20 copies of each one of these titles. When you have printed the title once the heading indicating one or the other of various subjects can be put on in handwriting, so that copies of the card may be inserted under those subjects. Here we have been printing since July 1, 1898, 50 copies of each title representing a copyright accession, but we have not been printing any other titles than those. We have made up these catalogue card accessions since July 1, 1898. We are keeping along with that work now.

Mr. PUGH. How many divisions of cataloguing have you in a book?

Mr. PUTNAM. It depends upon the book.

The CHAIRMAN. First is the book's name and then the subject—

Mr. PUTNAM. The main entry is under the author. Here are some of them [exhibiting]. There are some printed cards, representing copyright accessions. Now, one card suffices for the main entry in the first place.

The CHAIRMAN. Here is the American Newspaper Directory, issued quarterly, 30th of September, etc. Is that the only record of that book which you have. I want to see if you have any division?

Mr. PUTNAM. It would appear under "Newspapers."

The CHAIRMAN. Any other place?

Mr. PUTNAM. That particular title probably would not appear in any other place, unless it would appear with a reference to the editor, if he was an editor whose work was entitled to a special reference.

The CHAIRMAN. But the book would appear under two headings?

Mr. PUTNAM. At least two.

The CHAIRMAN. And some three?

Mr. PUTNAM. Or more.

The CHAIRMAN. Therefore the multiplication would be two or three times the sum total of the volumes?

Mr. PUTNAM. Yes; it is about two and a half times for each volume in the Library; that is the normal. Here is a book, for instance, that contains a selection of different articles by different people. Those are indicated on the main card; but of course there has to be a repetition under the individual authors also. That would probably mean six different entries for this one book.

The CHAIRMAN. Then when you speak of cataloguing, these card catalogues are the only catalogues you have reference to?

Mr. PUTNAM. Yes.

The CHAIRMAN. That is the only catalogue when you speak of the catalogue of the Library?

Mr. PUTNAM. Yes; but there would be various copies of that available in different places.

The CHAIRMAN. But that is the only system used?

Mr. PUTNAM. Yes.

Mr. TAYLOR. Or proposed to be used?

Mr. PUTNAM. That I propose at present. There may be found, I do not say there will not be found, Mr. Chairman, devices for treating in book form a catalogue of a large library that may be hastened through the printing office so that the last volume may be issued before the first volume becomes obsolete. But not now. The National Library of France started with a catalogue in book form and issued the first volume in 1897, and that volume cost \$8,000 to print. Upon that basis the entire catalogue would cost \$640,000.

You ask in regard to the Surgeon-General's Office library. That is one of those for which a catalogue has been admirably made, and it is certainly very useful. They issued 16 volumes and then they began to issue supplements, and the supplement was larger than the first volume. It is a magnificent work. It is an index

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catalogue. It is more than the ordinary catalogue—it is an index catalogue. It has carried the fame of that library and of this Government all over the world, and it is a magnificent piece of work; but I do not recommend such an undertaking for our Library at present.

The CHAIRMAN. What is the size of the Surgeon-General's library?

Mr. PUTNAM. I think it is not over 150,000 volumes; I do not know the precise size. The Peabody Institute, of Baltimore, issued a catalogue which is very valuable, and some others have issued catalogues which are useful; but that is a project which seems to me, for the Library of Congress, should come much later. You would not think of undertaking it, at all events, until you had your catalogue in form to be turned over to the printer; then you start the catalogue with the printer, and then would be the question of seeing it through the press, and even that is a huge undertaking.

Now, Mr. Chairman, may I speak of another item? I do not wish to detain the committee too long, but I feel this very strongly. If I were in the position of the committee I should feel conservative. This is the first year of the new executive there, and he has come in with a considerable increase. But I want it distinctly understood that I am not asking for more money to do work that has been done for less. I am asking that work which has not been done may now be taken up. Now, if you will revert for a moment to the first statement, it appears that there is an increase on account of the increase of the Library of \$25,000. I have asked for \$50,000 next year.

The CHAIRMAN. What is that in regard to—copyrights?

✓ Mr. PUTNAM. No, sir; it is for purchase of books. This Library is a huge mass of material. It has in it material of very great importance; but it is not an organic collection and could not be an organic collection at this stage, with the small amount that has been expended in purchases. The copyright accessions bring in American books—none other, except as under the international copyright law some few foreign books have recently come in. During the long history of the Library the amount spent for current purchases has been only \$5,000 a year for the routine miscellaneous purchases.

You have spent in special purchases an amount aggregating about \$160,000—\$100,000 for the Peter Force collection, \$20,000 for the De Rochembeau. This represents, with the \$5,000 a year, the aggregate expenditure for the past fifty years. In 1851 the library consisted of but 20,000 volumes, after the fire. Now, the aggregate of this is about \$400,000, the total expenditure during these fifty years. During that same period the British Museum has spent over three and a half million dollars on the increase of that library. They are expending this year \$70,000. They began in 1845, when on a report from Panizzi he recommended immediately the increase of the purchase fund to \$50,000 a year—they began in 1845 the expenditure of this amount and have never since spent less.

Now, they are buying a large amount of material I should not recommend purchasing for this library just now, but apart from very special things which we do not propose now to expend largely for there are fundamental books in the main serious departments of literature which we lack. We lack standard books in every serious department of literature, even in Americana itself. We lack some of the most fundamental books. We are a library for the use of Congress primarily, and we are not thorough even in political science; and in each of the main divisions of serious literature—for instance, foreign history, history as a whole—we are very weak.

In modern continental literature we have almost nothing. Now, nobody is to blame for that, not a bit. The fund at Mr. Spofford's disposal was only \$5,000 a year and he applied it with great economy. It is wonderful what he managed to do with that \$5,000 a year. Certainly there should be no criticism that more was not appropriated, because when the books that you were accumulating could not properly be taken care of it was not economy to buy more. Now, however, the time has come when you have a magnificent building there and ample space, and you wish the Library to be rendering a complete service, a thorough service, and you have not the necessary books.

Mr. PUGH. Do you think the scope of a Congressional library should be somewhat after the British Museum?

Mr. PUTNAM. You see the British Museum has an enormous amount of material of special—

Mr. PUGH. Such as works of art and special masterpieces of the old masters?

Mr. PUTNAM. It has what is called "nuggets" in literature to a greater extent than we can afford. The British Museum would glory in getting 1,200 editions of some work or 1,200 representations of a product of the printing press. I do not speak of these out-of-the-way things, but the British Museum has the richest collection in the world, and apart from its expenditure for books it has had magnificent gifts. It had,

for instance, the gift of the library of George III, which cost \$650,000. It had the gift of the library of Grenville, which cost \$300,000, while we are not likely to receive much in the way of gifts.

We have never had any gifts except the Toner and Gardiner Hubbard collections. I think that in ordinary course \$100,000 ought to be expended each year, but I recommend only \$50,000 next year, as I should have too small a force to handle properly a larger amount of purchases. I shall, of course, gladly state what it is customary to spend at other libraries, if you care for that. I think that this ought to be borne in mind with reference to the problem of developing this Library as a collection of books: Books are growing more expensive every day, and the competitors are growing richer and more zealous every day.

There is the New York Public Library coming forward, and they are spending more than \$50,000 a year ordinarily, and then at any time if there is a special opportunity that they hear of they can ask some rich man in New York to go down into his pocket and pay for it. They have secured in the past two years several signal collections in that way. Those are our competitors, and the competition is very keen. Here are the libraries in Chicago which are being built up—the Newberry Library, for instance. A gentleman from Chicago was here the other day, and he asked what the Library of Congress had had to expend for the last three years, and when we told him \$45,000 he said that in the past three years out of his small pocket alone he had paid \$60,000 for books for the benefit of the Newberry Library.

The CHAIRMAN. Who was that?

Mr. PUTNAM. Mr. Ayer, of Chicago.

Mr. LIVINGSTON. You have a lot of unfinished work you want to do, and you have asked \$50,000 appropriation for the increase of the Library by the purchase of books. Would you rather have the unfinished work done, if you have to be cut anywhere in this bill; or, in other words, would you like to have the Library as it is now put in shape rather than have this amount, if both can not be done?

Mr. PUTNAM. There is economy in buying to this extent immediately additional books which are not in this collection and are needed to fill in gaps. It is economy to do that at the outset of the cataloguing, because it saves work being done over again, a certain amount of cataloguing and classification which is already involved.

Mr. LIVINGSTON. You do not care to go beyond that with this new appropriation?

Mr. PUTNAM. The reason I have not asked \$100,000 instead of \$50,000 this coming year for the increase of the Library is this: I want to take up the catalogue work, and I do not want to be involved in the handling of expenditure of a larger sum than \$50,000, or have the handling of more material the coming year, but I know I shall want to expend that much. In addition, however, I want this coming year to lay out a plan of purchase; to find out more and more closely than I can know without careful investigation where the things are that we need. Now, there is a distinction. The ordinary books which are published currently, which you see in the shops, may be bought just as you would buy bricks or railroad ties or anything of that kind. I can order them from my desk. But the books which we want to round out our collection are not current books. They are books out of print and are to be had only at second hand. Four-fifths of them will have to be bought abroad.

Then, there are books which come up to the surface by auction sales of private libraries and so on, and you can not buy them all at once. If I were asked did I wish \$1,000,000 to bring this Library up to date, I should have to say to the committee, I do not want that sum. I could not expend that sum in a year and it is not economy to attempt to spend it. To a certain extent opportunities for getting these books come along gradually as libraries are put upon the market. But a great mass of them are scattered in out-of-the-way places, whence they are immediately procurable by proper methods, and what I do wish and recommend strongly and very urgently is that I shall be enabled during the current year to move freely in investigation, move freely in the examination of other collections here and elsewhere. For that reason I have recommended that under the item of increase of Library there be added these words, "for purchase of books and traveling expenses incidental to the acquisition of books by purchase, gift, or exchange."

The CHAIRMAN. What do you mean by a "travel incidental to the purchase of books?"

Mr. PUTNAM. Representatives of the Library must be sent where books are to be bought. For instance, they are to be sent on trips to attend auction sales at the book centers. Every week auction sales are occurring in New York, and sometimes at Philadelphia and sometimes at Boston. Now, we are ordering constantly books at auction. We have to be represented at the sale. At some sales it suffices to ask some outside man—some bidder—to represent us. In this case we pay for the service, only the amount is charged on the book bills.

The CHAIRMAN. Are not these books catalogued, and do you not get a catalogue?

Mr. PUTNAM. Yes, sir; but it is a question of bidding. We have to be represented among the bidders at these auction sales. Now, the custom of libraries, when there is a sale in which they are interested in various items, is to send on a man. At such sales libraries at a distance commonly send representatives. But I have not had any money to send a man over to New York, unless I can pay his expenses out of the contingent fund. The Library has never sent a man abroad except once when we joined with the Smithsonian Institution in sending a man over there to stir up international exchanges. He procured from 4,000 to 5,000 volumes, which brought to the Library benefits far exceeding his expenses. But that is the only such trip made in behalf of the Library.

Now, if you have \$6,000 or \$7,000 to expend in foreign, out-of-print books, it pays to have a man go over. Why, in behalf even of the little library at Minneapolis, I went twice. The first time I spent only \$14,000, but on the first fifteen items of my purchases I saved my expenses. These books abroad in the regular shops are not fully catalogued. The dealers catalogue some items, but they are very thrifty, those fellows, and hence the books which they know they can dispose of to purchasers coming to them they do not print the titles of. There is another thing. This Library has behind it the prestige of the United States Government. Now, it is not utilizing that prestige, because it has not sent out men to investigate opportunities for securing gifts, to stimulate gifts. It is not doing that at all. Other libraries do it as a matter of course, and they get an enormous amount that they would never get otherwise. Now, no other library in the United States could get as much as we if we make a real endeavor to utilize the prestige we have behind us.

The CHAIRMAN. Will you not give the reason why, through your bill, you increase the salaries of high-priced men?

Mr. PUTNAM. Gladly. Those men are no one of them my appointees. I found them there. I found them doing work—different in kind, but in several cases certainly equivalent in degree, but receiving compensation that varied very much. Judging from the work they do, judging from the compensation recognized and given in other libraries, I was quite convinced that fairness to them required some readjustment.

I have recommended in the case of the head of the manuscript department, now getting only \$1,500; in the case of the head of the map department, now getting only \$2,000, and in the case of the man who has been one of the assistant librarians, but whom I propose to place in charge of the department of bibliography, now getting \$2,000—in each one of those cases I have recommended for next year an increase of \$500, and in the case of the law librarian, now getting \$2,000 as against \$2,500 formerly paid, not to him but to his predecessor, I recommended a similar increase. We have two chiefs of division there who are getting \$3,000. Now, this is a large force; they are to work harmoniously and to work in cooperation, and it is not economical administration, I think, to have such a discrepancy between the salaries of men doing equivalent work.

The CHAIRMAN. Through your bill there are all increases of salaries?

Mr. PUTNAM. No decrease.

The CHAIRMAN. There is no decrease at all?

Mr. PUTNAM. No, sir; I have not decreased anyone.

The CHAIRMAN. Gentlemen, have you any inquiries to make as to the increase of salaries?

Mr. PUTNAM. I recommended these as what simply seemed to me to be fair salaries in comparison with salaries paid in other libraries with which I am familiar.

The CHAIRMAN. I do not speak with any authority for this committee, but increase of salaries will be determined upon by a general policy of the committee. It will follow a pretty well-defined policy, I think. The bill is a very large bill, and there may be a disposition to increase very few salaries.

Mr. PUTNAM. I want to say, Mr. Chairman, that I have at least five divisions in that library, the chiefs of which should be receiving \$3,000 a year. I have not recommended that sum in these other cases, I have not advanced immediately to that, I think the advance should be gradual, but I do think that what I have recommended is only just and fair—May I go to the item of contingent expenses?

The CHAIRMAN. Yes.

Mr. PUTNAM. It is on this item I ask for \$8,500 in place of \$6,685 which was in my estimate as printed.

The CHAIRMAN. Is that contingent expenses?

Mr. PUTNAM. Yes.

The CHAIRMAN. The increase is very marked.

Mr. PUTNAM. But it includes many fixed changes; it includes the Library's team, it includes the stationery, stock, and current supplies, like typewriter supplies, etc.

The CHAIRMAN. It does not include traveling expenses or anything like that—

Mr. PUTNAM. Well, it does, some of a miscellaneous nature.

The CHAIRMAN (continuing). For the purchase of books, etc.?

Mr. PUTNAM. Thus far it has, but we have not been able to send a man—

The CHAIRMAN. Do you consider the increase of the Library, under the general terms of the bill, allows you to expend money for traveling expenses?

Mr. PUTNAM. It would if that phrase is inserted. There are a few small trips which are necessary. Car fare in the city is a traveling expense, and there are a few small trips necessary not connected with the purchase of books. In starting on an elaborate reclassification and recataloguing of the Library there are questions, of course, in those matters which involve consultation with other libraries and investigation of the system in other libraries. It is for such trips as that, not connected with the purchase of books but with the administration and classification and cataloguing. Administrative expenses (traveling) ought to come under this, although the amount which will be used under this item, if that other recommendation prevails, would be very small.

The CHAIRMAN. In your \$6,685 item what did you use for car fare? In making up that estimate what did you assign for car fare?

Mr. PUTNAM. For car fare within the city or other trips?

Mr. CHAIRMAN. Car fare within the city.

Mr. PUTNAM. I think it was between \$75 and \$90.

The CHAIRMAN. How about outside the city.

Mr. PUTNAM. The precise allowance for that there is no way of anticipating. That item was originally made up in this way: \$1,845 for the mail and delivery wagon—the automobile—and \$4,800 for all these miscellaneous, incidental, and contingent expenses; but since I first framed that item the need of additional resources under this head has appeared more and more pressing. We have through the urgent deficiency bill this year \$4,000, but we are perplexed to get the materials, the tools for our people to work with. Four thousand dollars this year for the present force should certainly become \$7,000 next year.

The CHAIRMAN. Now you speak of upward of \$4,000 in the urgent deficiency on your contingent expense. Do you follow that up for the next year, or is this contingent expense exceptional?

Mr. PUTNAM. No; it is the routine expense.

The CHAIRMAN. And will run right along?

Mr. PUTNAM. It increases with every employee added and every additional bit of work done. We have to buy out of this fund stock for wrapping maps; we buy large manila envelopes; we buy even scratch blocks. I found I was using printed headings for scratch blocks, and I found the explanation was that we got them out of the printing allotment, because we could not afford to pay for them out of the contingent fund, though it was more expensive to get them out of the printing allotment. This is the item upon which it is least economical for us to be pinched, because we have a large force, a costly force, and we are helpless unless we can give them the stock and materials for their work.

The CHAIRMAN. As I understand, furniture, fuel, light, and repairs, and supplies, etc., and care, maintenance of new building, comes under Mr. Green?

Mr. PUTNAM. Yes, sir.

The CHAIRMAN. Is there anything you desire to say in addition to what you have said?

Mr. PUTNAM. If I may be permitted to say this: I was advised when I framed my estimate to assume that there would be a cut and provide a margin accordingly. Now, I never dealt so with a board of trustees or with a municipal government, and I do not propose to deal so with this committee or with Congress.

If I were a petitioner or an advocate I might come before you prepared to get all I thought you would grant, and I might ask for more than was necessary in order to make a concession. But in dealing with a board of trustees of a library I have considered myself not as a petitioner or advocate, but rather as an adviser. This puts me on my conscience from the outset. It is just as much a matter of professional pride with me to keep the expenses down in the doing of a specific piece of work as it is an obligation on Congress to see that we do not proceed beyond what is necessary to what is mere luxury. I have discounted any usage which may be prevailing to cut estimates, and I have discounted it by keeping my estimates down to what I think is absolutely necessary.

I expected to surprise the committee by the amount of my estimates as compared with the expenditures of preceding years; but I expected also to surprise you by their moderation as compared with the work to be done. Now, in the case of the additional force in the catalogue and shelf department, I have graduated that force.

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In the case of the additional purchases, I know that \$50,000 is absolutely necessary. In the case of investigations which I must make this coming year, and which it is not intelligent not to make, I know I ought to have every cent there specified. But I have kept down my figures to what I felt that, if challenged, I could maintain to be necessary. I state that simply in order that there may be no misapprehension as to the ground upon which I have proceeded. I considered myself, as I say, an adviser to my board of trustees, and any recommendation that I made was made from that point of view, and I have the honor to consider myself in a similar position with relation to Congress.

The CHAIRMAN. If you have any additional briefs or papers that you desire to go into our testimony, if you will just leave them with the stenographer he will have them inserted.

Mr. PUTNAM. There was an intimation that the committee would wish to ask some questions in reference to the projected reference library here.

Mr. HEMENWAY. You propose to put the card indexes out here in the reference library as soon as they are complete?

Mr. PUTNAM. My idea there would be, in just a word, this: A few indispensable reference books permanently located here for reference that can not wait thirty minutes delay, and a few additional books on temporary deposit. Those reference books would represent a sort of index to the main collection. Then there would be special lists of authorities such as this on railroads, finance, on trusts, and colonial administration, and so on, special lists that we should compile which would be posted up and be accessible and be accompanied by the books themselves which would be most useful, especially desirable for the time being. The lists would cover topics under current discussion in Congress.

The CHAIRMAN. How many special lists have you, and on what subjects?

Mr. PUTNAM. We are compiling them all the time. We have four now.

Mr. PUGH. On what subjects?

The CHAIRMAN. You ask one assistant?

Mr. PUTNAM. Only one additional assistant. This project does not enter largely into my estimate there, because I am provided for it, as far as I am concerned, already. One list is in connection with interocean canal routes, and that is going into print now. There is one on railroad finance; there is one on trusts, and one on colonial administrations, and one on ship subsidies. Those are simply examples of the lists we shall place here, in addition to permanent reference books.

The CHAIRMAN. Have you finished?

Mr. PUTNAM. Yes, sir; there may be something supplementary that will occur to me, in which case I will avail myself of the permission to send in a written statement to your clerk.

EXHIBIT A.

LIBRARY OF CONGRESS.
January 20, 1900.

SIR: Before the consideration of the estimates in detail, I beg permission to have noted certain corrections and to introduce one additional item.

The corrections are as follows:

1. (a) The substitution of the word "division" in place of the word "department" wherever used, except in the case of the Executive Department and of the Smithsonian Deposit. For the term "Executive Department" to substitute the term "General administration."

(b) The substitution of the term "subdivision" for "division" in the description of the classification of the work in the copyright office, as given on page 43 of the estimates.

2. For the term "superintendent," wherever occurring in the estimates, the term "chief" to be substituted, e. g., in place of the "Superintendent of the hall of maps and charts" "Chief of division of maps and charts," except that in the case of the Law Library and of the Congressional Reference Library (p. 40) the term "custodian" to be substituted for "superintendent."

3. Page 41, table, third column, the figures "44" to be corrected to "45, and the total beneath, "229," to be corrected to "230."

4. Page 45, third paragraph from foot, the following to be substituted: "Automobile: the Library has now one wagon and one horse, and will next year require two horses, whose maintenance will cost annually \$650."

5. Page 40, last paragraph, Law Library: "One assistant at \$1,600;" amount to be restored to \$1,400, present salary.

Page 41, total estimates for law library for 1901, \$6,200 in place of \$6,400, and the total estimated expenditures of the Library as a whole, \$233,720 instead of \$233,920.

6. Page 45. In place of the item "contingent expenses," the substitution of the following: "For miscellaneous and contingent expenses of the Library, stationery, supplies, and all stock and materials directly purchased, miscellaneous traveling expenses, postage, transportation, and all miscellaneous and incidental expenses connected with the administration of the Library and the copyright office, including the purchase of an automobile mail and delivery wagon," and the total of the estimate for the above item to be increased to \$8,500.

7. Page 43. Increase of Library of Congress: For purchase of books for the Library, insert here, "and traveling expenses incidental to the acquisition of books by purchase, gift, or exchange."

The following item to be inserted preceding the item for the increase of the Library: "For miscellaneous, special, and temporary service, to be available immediately, and to continue available until expended, the sum of \$13,715.62, being the unexpended balance of the appropriation for salaries in the Library during the fiscal year ending June 30, 1898, and the sum of \$6,268.86, being such unexpended balance of such appropriation for the fiscal year ending June 30, 1899; total, \$19,984.48."

Very respectfully,

HERBERT PUTNAM,
Librarian of Congress.

HON. HENRY H. BINGHAM,
*Chairman Subcommittee on Legislative Bill,
Committee on Appropriations.*

EXHIBIT B.

LIBRARY OF CONGRESS.

LIBRARY PROPER AND LIBRARY BUILDING AND GROUNDS.

Total of estimates for year ending June 30, 1901.....		¹ \$515, 685
Total of appropriations for year ending June 30, 1900:		
Regular.....	\$313, 032	
Deficiency.....	12, 500	
		325, 532
Total increase.....		190, 153
Less increase on account of furniture.....		30, 000
		160, 153
Less increase on account of printing and binding.....		40, 000
		120, 153
Less increase on account of copyright business.....		14, 340
		105, 813
Less increase on account of increase of Library.....		28, 000
		77, 813
Total increase for maintenance proper.....		77, 813
Of which there is chargeable to Stationery, supplies, and miscellaneous, and contingent expenses, an increase of.....	\$4, 500	
And chargeable to service Library building and grounds.....	3, 433	
And chargeable to service Library proper.....	² 69, 880	
		77, 813

	Year 1900.	Year 1901.
Service Library proper, number of employees.....	104	185
Service copyright, number of employees.....	30	45
Total.....	134	230

Increase, 96.

JANUARY 23, 1900.

¹ Exclusive of \$19,884.48 of previous appropriations asked to be reappropriated.

² Of whom adults, 74; and boys, 22.

EXHIBIT C.

LIBRARY OF CONGRESS, *January 27, 1900.*

GENTLEMEN: You have given me leave to add in the form of a communication any additional facts or suggestions that I wish to bring to the attention of the committee.

Before the committee yesterday I was invited merely to add what I saw fit to the statement made in writing accompanying the estimates and in explanation of them. I assumed, therefore, and assume that that statement is before the committee and will be examined in the consideration of the several items in detail.

1. In my oral statement I made no mention of three new divisions for the service, of the purchasing (order division), of the division of documents and exchanges, and the division of bibliography. I omitted them because my time was limited and I assumed that the printed statement sufficiently explained them. If it did not I beg for an opportunity to be heard especially upon them.

2. The work which they are to do is as urgently and immediately requisite as is the work in classification and cataloguing upon which I laid emphasis yesterday; indeed, it is in part auxiliary to that work; the proper systematization of the existing collection and its equipment with effective aids to its use and, in addition, a systematic effort to supply the material itself in which it is defective. It is the division of bibliography, for instance, which would compile such special lists as I exhibited yesterday to be used in connection with a reference library at the Capitol. It is only on the assumption that such a division will be maintained relieving the catalogue division of special research and special bibliographic work that I can keep the force of the catalogue division within the limits proposed.

3. The division of documents and exchanges will utilize the prestige of the Library in every way to secure material that will cost nothing. Not a day should be lost unnecessarily in the organization of this work. It is upon the assumption that it may be taken up promptly and vigorously and with ample funds for investigation and solicitation that I am content to limit my recommendation for the direct expenditure upon purchases next year to \$50,000.

4. The arrears of work upon which I laid emphasis yesterday are those in the division of printed books and pamphlets and those in the copyright office. This was by way of illustration. I did not mean for these to subordinate the arrears existing in each other division of the Library.

5. The item for "miscellaneous, special, and temporary service." This was not contained in my original estimates, and therefore is not mentioned in the explanation. It was omitted because I had hoped to secure it in the urgent deficiency bill. No detailed explanation of it was called for yesterday. I do not know that any explanation is required, except what is obvious from the general situation. There is a great arrear of work. During the next three years a large force of expert workers will have to be built up by progressive increase. The selection of persons for this work and the distribution of the work can be safely and economically made only by experiment. In addition to the regular salaried positions, therefore, there should be a fund available which would enable us to make this experiment by taking on persons whose general qualifications seem promising and by testing them in actual work.

During this probationary period their compensation may be nominal, but there should be some compensation. From this auxiliary and temporary service persons can be drawn for the regular service. Twenty thousand dollars for this purpose, between now and June 30, 1901, is little enough. It will secure more than its return in the service actually rendered during the probationary period. I have thought it might most conveniently be expressed as a reappropriation, but the form is immaterial. I have urged that it be made available immediately so that six months of service should not be lost and so that when the regular appropriations for next year become available on July 1, I shall have already a qualified list from which to draw for the additional force.

Two additional reasons for immediate appropriation appear in the fact that no volunteer service is permissible to the Library under the law, and that nine volunteers recently at work have had to be discontinued and their services lost; also in the need for additional service to enable the newspaper and periodical reading room to be kept open in the evening as well as by day.

As requested, I submit herewith the budget for the British Museum for the latest year obtainable (a normal year)—that is, the year ending March 31, 1899. I understand that the figures are for the main establishment only, not including appropriations for the South Kensington Museum. I understand also that they omit a sum of £35,174 otherwise appropriated and appropriations on account of fuel, buildings, stationery and supplies, and some printing otherwise provided for.

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS. 21

British Museum—Budget for year ending March 31, 1899. (See supra and infra.)

Salaries and wages.....	£55,911	or \$279,555
Police (presumably janitor service).....	4,605	23,025
Purchases and acquisitions.....	22,000	110,000
Bookbinding, repairing, etc.....	9,917	49,585
Printing catalogues, etc.....	7,939	39,695
Reproduction of works of art for local museums.....	600	3,000
Warming, ventilating, fire extinguishing, electric-lighting apparatus.....	3,384	16,920
Furniture and fittings.....	10,144	50,720
Incidental expenses.....	3,216	16,080
Total appropriations (exclusive of amounts otherwise appropriated as above).....	117,716	588,580
Interest on loan for purchase of land, etc.....	6,150	30,850

NOTE.—In using the above figures for comparison it is to be remembered that they include a provision for some departments at Bloomsbury Square not paralleled in the Library of Congress—the department of antiquities, of coins and medals, and certain space devoted to geological and mineralogical exhibits. On the other hand, the Library of Congress includes the copyright office and one or two special divisions of work not maintained at the British Museum. The cost of maintenance of the copyright office doubtless offsets the purely administrative expenses of those departments of the Museum not to be classed with the library proper.

In the case of the appropriation for the increase of the collections ("purchases and acquisitions") I am informed that of the \$110,000, \$70,000 is assigned for the increase of the library proper.

The British Museum receives without cost a copy of every book copyrighted in Great Britain, as does the Library of Congress of every book copyrighted in the United States; but the Museum has enjoyed this privilege since 1753; the Library of Congress (with the exception of a broken eighteen years) only since 1870.

In comparing the estimates for services it is to be remembered that in Great Britain salaries, especially in the subordinate service, are relatively lower and hours of service longer than in the United States.

Very respectfully,

HERBERT PUTNAM,
Librarian of Congress.

HON. HENRY H. BINGHAM,
Chairman Sub-committee on the Legislative Bill.

EXHIBIT D.

LIBRARY OF CONGRESS, *January 29, 1900.*

GENTLEMEN: It has seemed best to deal in a separate communication with the matter of increases of salary recommended in my estimates.

They are as follows:

A. Subordinate positions: Law library, one messenger, increase from \$720 to \$900. Catalogue and shelf, two assistants, increase from \$1,800 to \$2,000 each. Reading room for the blind, assistant in charge, increase from \$900 to \$1,000. Manuscript, one assistant, increase from \$720 to \$1,200; one assistant, increase from \$720 to \$900. Prints, one assistant, increase from \$900 to \$1,200. Copyright, three clerks, increase each from \$900 to \$1,000; one clerk, increase from \$720 to \$900.

B. Chiefs of divisions: Law library, increase from \$2,000 to \$2,500. Division of bibliography, new position. Prints, increase from \$2,000 to \$3,000 (Note: Particularly explained with estimates). Manuscript, increase from \$1,500 to \$2,000. Maps and charts, increase from \$2,000 to \$2,500.

A. These increases in subordinate positions are, I believe, adequately explained in the statement accompanying my estimates. That in the manuscript division of \$480 for the first assistant places this position on the same basis with such positions in the other divisions as proposed. The man now working for \$720 in this division is a man competent for the responsibility of first assistant, and whose services have been secured only temporarily at the present figure. The other assistant at \$720 is now receiving \$900, but only by a detail with such a salary from the reading-room division.

The first assistants in each of the main divisions of the Library (manuscript maps, prints, documents, etc.) must be competent to represent the chief, and take the responsibility of the division in his absence. The salary should become next year \$1,500.

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B. It was suggested at the hearing that the committee was accustomed to test proposed increases by some definite policy. I take it for granted that there is such a policy, but that it does not operate in any arbitrary way. It would, I suppose, particularly apply against an increase which advances the standard of compensation for the same work. No one of the increases recommended is of this character. Those proposed are to equalize, and yet for next year only in part, the compensation for work equal in responsibility; to adjust certain salaries to a standard already fixed.

This standard you have fixed. You have placed the salary of the chief of the reading-room division and of the chief of the catalogue division at \$3,000. This is a fair and just and, as compared with compensations elsewhere, a normal salary. It is a salary which I recommend for the chief of the new division of documents and exchanges, and for the chief of the division of prints. To bring the compensation of other positions involving responsibility equal in degree, even though different in kind, is not merely just, but it is from the standpoint of business administration the best policy.

In the case of the division of prints and the division of documents and exchanges, I have recommended the maximum at once for the reason that the men for these positions will have to be drawn from high-salaried positions elsewhere.

As to the others:

Law Library: The salary paid to the preceding incumbent was, I understand, \$2,500. This is a restoration of that salary.

Division of bibliography: I have already in the service the man whom I should place in charge of this division. He has been receiving \$2,000, but that is for subordinate work in the reading-room force. He will now be placed in charge of a division with larger and more varied duties and independent responsibility. The change in salary would be, therefore, not an advance in the compensation paid for the same work, but a different compensation for work of a different grade and nature. This particular employee has received \$2,500 for library work elsewhere.

Manuscript division and maps and charts division: These divisions had no existence in the old building. The character of the material which they handle, the importance of the service they render, the technical qualifications which their conduct demands will entitle them to be ranked with the leading divisions in the Library. The salary paid should certainly become that paid in those other divisions.

I may repeat my oral statement that \$3,000 is but a fair compensation to the responsible chief of each of these main divisions of the library. It is but the salary of a professor in a small college. The duties of the positions require a scholarship equal to that of such a professor, an administrative capacity for directing the work of others, and a tact in meeting, and a dexterity in serving, the public that has no parallel in the work of a college professor. Three thousand dollars is but the salary paid to chiefs of divisions in the Executive Departments of the Government. I may further add that the increases under "A" and "B" above, not involving any change of present duties or a new appointment, amount in the aggregate to but \$2,160. This is but the equivalent of the compensation of a single clerk or assistant. The amount applied in this way will do more good to the service than would the addition of several such clerkships.

Very respectfully,

HERBERT PUTNAM,
Librarian of Congress.

HON. HENRY H. BINGHAM,
Chairman Subcommittee on the Legislative Bill.

SATURDAY, January 27, 1900.

LIBRARY OF CONGRESS BUILDING.

STATEMENT OF MR. BERNARD R. GREEN, SUPERINTENDENT OF LIBRARY BUILDING AND GROUNDS.

CUSTODY, CARE, AND MAINTENANCE OF LIBRARY BUILDING AND GROUNDS.

The CHAIRMAN. For salaries, care, and maintenance you had an appropriation for the current year of \$63,852, and you estimate, for 1901, \$67,285, for an increase of 11 subordinate force. Has the Library grown in maintenance since a year ago?

Mr. GREEN. Yes, sir; it has; and it is growing. When I made that estimate I did it partly because we immediately needed this additional laboring force.

The CHAIRMAN. First, let me ask you this: Do you increase any salaries?

Mr. GREEN. We increase one salary—that of the chief clerk—which is an increase of \$220.

The CHAIRMAN. Why should your chief clerk be lifted from \$2,000 to \$2,200?

Mr. GREEN. That is a very important and responsible duty there.

The CHAIRMAN. Has it grown since a year ago?

Mr. GREEN. No, it has not grown; but it ought to have been done last year, and I asked for it at that time, but this is the pay the chief clerk had while we were building the building, and when I was put in charge of the custody of the building I had a lump sum, and at that time I made the rates up myself and I cut it down myself to \$2,000, because at that time it was not expected the custody and care would be as much as it is; and when the law was made it made the office the disbursing office for the whole Library as well as for its own department, and we were made a check upon the purchases for the increase of the Library and the auditing, approving, etc., for the Joint Committee on the Library. We are doing that which they delegated to us; and the Library is more extensive and there is more in every way to do in that office.

The CHAIRMAN. That is, as your Library has expanded out your supervision becomes greater?

Mr. GREEN. Yes; the work we have to do in our office, and the number of appropriations, the amount of detail, and the importance of the work that that clerk has to do you can hardly realize, and it takes a most experienced man, and he is just that man. He has been with us for twenty-five years.

The CHAIRMAN. How long has he been chief clerk?

Mr. GREEN. He has been chief clerk ever since I came to Washington, twenty-three years ago.

The CHAIRMAN. I mean since the organization of the new building.

Mr. GREEN. He was there in the construction of the building and has been there right straight along, as I have been. Now, there is another point about this I think ought to be considered. I asked for this same thing the last year for the chief clerk. It was stated that that was more pay than some other chief clerks got in the Departments here. I did not know it was, and the addition was not appropriated for; but after that and before the bill was got up the chief clerk of the Library was raised from \$2,000 to \$2,500, and his office business is not at all more important or responsible than this one, as far as that goes. I do not think that is fair, but this is not any such increase as that. I think this ought to be allowed. It grows out of the rates which I established over there when I had authority to make them just what I thought was right, but I got them, as I always do, as low as I could. I have rates for laborers and charwomen which are lower than you are paying in the Departments in the city, because I can get them for those rates.

The CHAIRMAN. What are the regular hours of his duty?

Mr. GREEN. He has about fifteen appropriations—

The CHAIRMAN. I do not mean that, but what are his hours of duty?

Mr. GREEN. He works from 9 until 4, the same as the others, or any extra time which may be needed. He does all that has to be done, and I have only about 2½ clerks in the whole establishment, so it is the kind of work that is very important for one or two men, and particularly for this man.

The CHAIRMAN. He keeps the accounts of your force?

Mr. GREEN. Yes; and all the disbursing accounts for the whole Library. I am the disbursing officer now for the Library.

The CHAIRMAN. Wherein are the accounts of your force different from the accounts of the Library force?

Mr. GREEN. They are not different.

The CHAIRMAN. Who keeps the roll; that is his work?

Mr. GREEN. The roll of the Library?

The CHAIRMAN. Of your custodianship?

Mr. GREEN. We keep all that, and we have to check up the rolls of the Library. They are made in the Library simply and they write them out, but all the business of checking up those rolls and the payment would be by us, and not only the simple rolls of the people we are checking now, but hundreds of vouchers of all sorts of purchases of a very extensive kind, which come in the complicated expenditures for the Library for the purchase of its books and its supplies and everything relating to it, and you know the number of appropriations —

Mr. TAYLOR. In making this estimate for increase of salary for chief clerk do you mean to say that this particular officer now holding that office is worth that or the position itself?

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Mr. GREEN. I base it on the position. I think that is the proper way to look at it. I think that this officer, though, is worth more than most men.

Mr. TAYLOR. I notice you say you can procure laborers for less. Do you think you can procure a clerk for less?

Mr. GREEN. This man would not go away if I should keep his salary where it is, but I do not think that is a fair thing to treat an officer in that way.

Mr. TAYLOR. I appreciate your suggestion on that line, but I wanted to know whether you estimated his services as a particular individual because of his experience, or whether you estimated it as fair pay for the duties of that office?

Mr. GREEN. I think the position is worth that.

Mr. HEMENWAY. The trouble commenced when the salary of the chief clerk of the Librarian was raised.

Mr. GREEN. Oh, no; this was asked before that. I did that thing a year ago, and you will see in the estimate last year it was put in, and this other thing happened afterwards when the whole thing was under discussion.

The CHAIRMAN. Are your labor requirements increased?

Mr. GREEN. Yes, sir; they are.

The CHAIRMAN. Why?

Mr. GREEN. The Library is growing and filling more and more up. We had a good deal of vacant space, but we have opened up the periodical reading room 200 feet long, and it is quite a job to keep that clean. I am putting on three or four laborers and I have charge of the charwomen, and I do not believe they are going to be able to do the work. We have 29 charwomen.

Mr. PUGH. I notice you increase the salaries of several charwomen here, or propose to do it; why is that?

Mr. GREEN. No; that is only one charwoman—an increase from \$216 to \$240. I will tell you why that is done. The pay is very small, and she is an assistant to the leading woman, and the leading one, who is mistress of them, gets \$420, and we made her \$425 and the second one we made at \$216 because it figured up right by months, but the schedule that is made in the Treasury Department figures out the pay for each month and has no such figure as \$216, and that has to be ciphered, and it is a little awkward interpolation there, and we have to adopt the figure they establish in their schedules of salaries, which would be easily figured out, although I think the woman is worth that much money.

Mr. PUGH. You increase this \$2 a month in order to make it figure more easily?

Mr. GREEN. I think she is worth that, as we have 28 or 30, and they are scattered all over this building; and it is very important to have a woman competent on this to work to advantage, so the second one is paid a little more than the others, and \$240 is what the charwomen around the town are getting—all kinds, you understand.

The CHAIRMAN. I looked for this two or three years ago.

Mr. GREEN. To advance to the Treasury standard? No; you will not get it from me on my suggestion. This is the only one woman I am talking about.

The CHAIRMAN. Why do you increase the attendants from \$324 to \$325?

Mr. GREEN. For the same reason—just an increase of a dollar. This is to make it conform.

The CHAIRMAN. It is simply a dollar increase?

Mr. GREEN. Yes, sir; it is done to make it conform, except in the case of this second woman, who is advanced to \$240 because she is worth it. She is worth that, and that is the only rate you are paying to all the charwomen around town.

The CHAIRMAN. For the next item, for fuel, lights, repairs, etc., you estimate for 1901 \$25,000, the same as you have had for the past two years?

Mr. GREEN. Yes; and that is as little as it ought to be. Last year I did not expend all, and this year I think I shall come pretty near to it.

The CHAIRMAN. Is it not possible it could be cut down? Is this what you call a standard condition?

Mr. GREEN. That is a fair standard; yes, sir. Accidents are liable to happen.

The CHAIRMAN. Go to the next item, for furniture; \$15,000 it has been, and now you lift it to \$45,000—a \$30,000 increase.

Mr. GREEN. That is done for this reason: We need \$15,000 or \$20,000 for furniture through the building generally.

The CHAIRMAN. What do you call furniture in that item? What does it include?

Mr. GREEN. Under the present law it is this: For furniture, partitions, and screens, \$15,000. Furniture means anything to furnish up a vacant room, and if we want to put a partition across any room—not to construct a building, but to do something special in a room, to arrange and furnish it for use—we call that furniture.

The CHAIRMAN. Did you get through on the \$15,000 the last year?

Mr. GREEN. No; we did not.

The CHAIRMAN. What was your deficiency?

Mr. GREEN. It is not in the shape of a deficiency. If we do not have the money, we do not get the furniture, so there is no deficiency in that sense.

The CHAIRMAN. You got along with \$15,000. What are you going to do with this proposed \$45,000.

Mr. GREEN. \$15,000 of that we expect to spend for completing and furnishing the map and chart department, and the music department, which has no furniture yet to speak of.

The CHAIRMAN. What character of furniture do they need?

Mr. GREEN. They need cases to put their material in. They need cases to put their maps in. Their maps are lying on boards, and you perhaps have seen that. We are getting a portion of the cases necessary for that purpose.

The CHAIRMAN. What kind of cases?

Mr. GREEN. They are big cases for the convenient and safe storage of maps and charts.

The CHAIRMAN. How much do you estimate that it is to cost?

Mr. GREEN. That part of the thing?

The CHAIRMAN. What do you assign to the map department, how much of this money?

Mr. GREEN. I should say we put in there about \$8,000.

The CHAIRMAN. What do you assign to music?

Mr. GREEN. About \$5,000.

The CHAIRMAN. And what to prints, anything to prints?

Mr. GREEN. I have not divided it up specially. The \$15,000 will not furnish all these departments. We can not do all this thing in a year. It will take time to get the furniture and we want to make an estimate year by year of the amount of money we think we could fairly expend during the year.

Mr. HEMINGWAY. You speak of \$15,000, the increase is \$30,000.

Mr. GREEN. That is what I am coming to, and it is for shelving one long corridor on the east front on the second floor.

These large halls were constructed for the accommodation of shelving for the extension of the shelving of the Library. In the construction of the building, as it was arranged on the plan, and estimated at the time, and so stated in all the reports, and so on, the shelving with the construction of the building would be only in the book stacks and in the reading room; but in the future, as the Library grew, after it got in the building and the Library had organized itself, the shelving then needed could be put later in these halls in a way that would accommodate the needs that would then be understood. Those needs could not be understood when the building was designed.

The CHAIRMAN. That shelving is absolutely necessary?

Mr. GREEN. Yes, sir; that is necessary in order to take care of the Smithsonian collection, and Mr. Putnam, as the Librarian, is the one who really needs this thing as well as the furniture. I am the agent to furnish these things as they may be needed in the Library, and he can explain more fully than I can.

The CHAIRMAN. Did this increase come from any special recommendation of the Librarian that the uses and demands upon the music department and map department are such as to require this shelving, or is it simply the commencement of a line of work of the occupation of these rooms without any regard to the accommodation of the public? Do you find that there is much demand upon either the music, maps, or whatever may be your other subdivisions, or is it simply the commencement of a plan to shelve and partition the Library, as it were?

Mr. GREEN. No; it is to enable the material to be put to use. Now, the maps need to be in an accessible and safe condition. They are not yet. They are not much better off now than when they were over here stored away in the vaults and crypts of the Capitol covered with cobwebs and dust. The outfit over there is gradually progressing to include the whole Library, and we have got shelves for the ordinary books, but we have got no good place for the Smithsonian deposit.

Mr. TAYLOR. Would your experience enable you to say whether there had developed yet a demand for maps or music department?

Mr. GREEN. In regard to music, we are not putting any great stress upon that. I do not think the Librarian is, but on the maps we are.

Mr. TAYLOR. Do you think it likely that people needing such things will ask for them until the furniture was arranged so as to allow it to be known that the Library had those things in accessible condition?

Mr. GREEN. The people would use them; there is no doubt about that.

Mr. TAYLOR. But do you think they could use them until they find out the Library has them?

Mr. GREEN. They can not use them to any advantage now.

Mr. TAYLOR. They can not use them at all now?

Mr. GREEN. If they want to see maps of any section of the country they can go over there and this man can haul them out and spread them out on the board for them to look at.

Mr. TAYLOR. It would be a day's labor for one person?

Mr. GREEN. But you would not feel you had a very good opportunity to look these things over, and it would not be very comfortable for you if the maps are not properly protected. They are not so safe where they are spread out on boards. I do not know that you have seen the lay out there.

Mr. TAYLOR. Yes. Are they in any condition there so the officers of the Library can tell just what you have on hand?

Mr. GREEN. I think they have got them pretty well classified now. Mr. Phillips, there, is very well posted on the whole subject, not only as to his collection, but on the subject of maps generally.

Mr. TAYLOR. The real purpose of this is to make them accessible to the public?

Mr. GREEN. Yes, sir; and house the maps and to house the manuscripts, the periodical department, and the printing and engravings, etc., as the books are housed in the Library. The shelving for the books takes care of that pretty well, but these other things which can not go upon shelves are not yet provided. In the building of the building we could not provide for those things because we could not tell what the Department would be. The building is there and now the Library has to equip itself, and it can do that gradually by a little money each year until it is fitted up.

I would like to present one thing which is not in the estimate, and that is in relation to two or three accounts. The Comptroller of the Treasury last spring got after all the disbursing officers, and I want to relieve myself as disbursing officer and have this language put in the law if it is practicable. There are two accounts, one for \$5 for a city directory and one for \$90 for a typewriter, held up against me by the Treasury Department.

As disbursing officer I disburse the funds for the Botanic Garden as well as for the Library, all of those things coming under the Joint Committee on the Library, and last spring there was a general overhauling down here of all the disbursing officers and considerable investigating, and all they found out of a whole bunch of questions they asked—all the rest we answered to their satisfaction—were those two, the \$5 account for a city directory which I bought for the year 1898 and the typewriter, out of the whole lot. They said they are contrary to law.

The CHAIRMAN. Are they in the deficiency bill?

Mr. GREEN. No. They said that was contrary to the law, which prohibited the purchase of reference books for Departments. I did not suppose they would call that a reference book; I thought it was a list of the citizens, with their addresses.

The CHAIRMAN. You submit the paragraph and it will go in the general deficiency bill.

Mr. GREEN. Here it is then. I wanted to explain those two items, and then there are two items I have not paid, which are bills for the Botanic Garden, which he told me would not be allowed.

The CHAIRMAN. You must submit those two items to the Treasury Department so that they may go in the general deficiency bill.

Mr. GREEN. When the deficiency bill comes up and you want an explanation you will send for me then; all right, sir.

EXECUTIVE OFFICE.

STATEMENT OF MR. J. ADDISON PORTER, SECRETARY TO THE PRESIDENT.

The CHAIRMAN. You want what?

Mr. PORTER. We want to increase several clerks here so they will have what we think is a fair compensation for their services. You must remember that they work at night as well as day time in the Executive Mansion. That is necessitated absolutely by the pressure of communications which come there requiring instant acknowledgment.

The CHAIRMAN. I thought we put you on such a satisfactory basis last year that we would not be called upon to consider your office organization again in the near future.

Mr. PORTER. You must remember our office is growing in the magnitude of work constantly. I will say, frankly, I thought it would decrease, but there is no appreciable decrease, except after the first rush of applications.

The CHAIRMAN. You ask for two clerks of \$2,000 each, and they are two additional clerks. Have you got them there now, are they detailed?

Mr. PORTER. Yes.

The CHAIRMAN. Two are detailed to your office?

Mr. PORTER. I will give you the figures exactly. We have got our regular clerical force of eight clerks.

The CHAIRMAN. Those are provided for?

Mr. PORTER. Yes.

The CHAIRMAN. Give the details which you have gotten from any department. We assume they are all right what you have.

Mr. PORTER. There are eight clerks on the regular work, and temporary work in connection with the social season, there are five clerks and three messengers.

The CHAIRMAN. Do you propose to continue those clerks?

Mr. PORTER. Not all of them after the social season is over, but we have to keep some.

The CHAIRMAN. Is it your purpose to keep them?

Mr. PORTER. Only as many as are absolutely required to do the work. We once or twice tried to decrease the clerks to some extent before the social season began, but the necessities were such that we could not do it.

The CHAIRMAN. Is not that a pretty big salary to pay your two clerks, \$2,000 each?

Mr. PORTER. No; I do not think so.

The CHAIRMAN. They are not in confidential relations.

Mr. PORTER. They are.

The CHAIRMAN. Only in the sense that all are?

Mr. PORTER. No; one of them answers a great many communications for Mrs. McKinley of a most delicate character, and he writes an excellent hand. He has been there since the Garfield Administration, and he now gets \$1,800 and we ask \$2,000.

The CHAIRMAN. Is he detailed from the departments?

Mr. PORTER. No; he is not detailed. The other one I want an increase for is detailed from the War Department. He has been with us for ten years, and I would respectfully call the committee's attention to this fact, that when they stay away so long from their department on detail they rather lose their touch with their own department. Although we have sent repeated communications to all the Secretaries asking they be treated just the same as if they were in the department, but as a matter of fact they do not. And now, I want to say this: I think the President of the United States is entitled to the best clerical services we can get. If it once got noised abroad at the departments that they are going to lose their chance of promotion by being with us—we have had a good many cases where we tried to get a good man, but they would not come for that reason, that they said that they would get out of touch with their department, and they would rather stand their chances in the department. We are not asking that these men receive any higher salary than do others at the department they are detailed from.

The CHAIRMAN. You estimate for one clerk of class 4 who shall be a telegrapher and one clerk of class 3 who shall be a telegrapher. Those are in lieu of two clerks of class 3?

Mr. PORTER. That work is extremely confidential and is for the President himself. Very frequently our regular man in charge of the office is away at night when the President wants to send some confidential telegram, so we want to have a man put on detail, but one of our own men, there whom we can hold accountable.

The CHAIRMAN. Have you any paper or anything you want to submit and file?

Mr. PORTER. No; I have simply summarized all this.

Mr. HEMENWAY. I will ask where these two clerks on detail are from, so they can be cut off there if they are put on here.

Mr. PORTER. There are three now on detail from the War Department.

Mr. HEMENWAY. I think you had better file this with our clerk.

Mr. PORTER. I will be happy to summarize this. This is one of my formal letters to Secretary Gage explaining some particulars. There are three from the War Department and three from the Interior Department, and that is all at present. We have had them from other departments, but they are now confined to those two Departments.

Mr. HEMENWAY. Which two clerks do you expect to keep? The one who has been there a long while—where does he come from?

Mr. PORTER. From the War Department.

The CHAIRMAN. What does he get there?

Mr. PORTER. \$1,800.

Mr. HEMENWAY. In what office of the War Department?

Mr. PORTER. No; he only gets \$1,600. No; I think it is \$1,800.

Mr. HEMENWAY. From what office of the War Department does he come?

Mr. PORTER. I could not tell. He has been at the Executive Mansion for ten years.

The CHAIRMAN. What is his name?

Mr. PORTER. Mr. Morse.

Mr. HEMENWAY. He has been detailed ten years?

Mr. PORTER. Yes; I think without any intermission.

The CHAIRMAN. The War Department has no interest in that clerk at all?

Mr. PORTER. No; and we would like to have him put on as our permanent man.

The CHAIRMAN. He is paid by the War Department, but doing no work in the War Department?

Mr. PORTER. He is the man who opens the mail in the morning and sorts it out between the different people, and is in charge of the President's mail, my mail, and everybody's mail in the office, and it is a very responsible position.

Mr. LIVINGSTON. He acts more in the capacity of a messenger than as a clerk?

Mr. PORTER. Oh, no. You know we have to have a number of printed forms, owing to the immense correspondence, and it would be impossible to write personal letters to all those people, and he selects the different forms, and he sends these apparently typewritten communications and acknowledgment of applications, etc., and it is a very delicate duty, because if he should make a mistake it would come back on us afterwards; and he is a very accurate man and a very quick worker.

The CHAIRMAN. Your contingent expense you want the same for the current year. Have you had a deficiency?

Mr. PORTER. There was a deficiency last year.

The CHAIRMAN. Are you in the deficiency bill?

Mr. PORTER. Yes.

The CHAIRMAN. How much?

Mr. PORTER. I think it is \$1,800 or \$2,000.

The CHAIRMAN. Do you think you can come within the limits of your estimates this coming year?

Mr. PORTER. I think so; but you see there was an unusual number of expenses last year. I would like to send you a summary of these things.

The CHAIRMAN. Very well.

CIVIL SERVICE COMMISSION.

STATEMENTS OF MR. JOHN R. PROCTER AND MR. MARK S. BREWER, CIVIL SERVICE COMMISSIONERS, ACCOMPANIED BY MR. A. R. SERVEN, CHIEF EXAMINER.

Mr. HEMENWAY. Gentlemen, you have submitted very extensive notes here explaining your estimates for an increase of force. If there is anything in addition you desire to offer we will hear you.

Mr. PROCTER. I would like, Mr. Chairman, to give some additional facts to the committee with regard to the increased amount asked for traveling expenses. I think that the statement we make here with regard to the increased amount asked for clerical hire is sufficient and covers the ground fully, although it would be noticed we had not as many clerks on detail at the time we made this statement as we had when we came before the committee last year or the year before. We have, as you well know, a fluctuating force, and we happened at the time we made this to have only about 35 on detail.

The CHAIRMAN. What addition do you think is necessary for your traveling expenses?

Mr. PROCTER. We only ask for \$2,000, and we want to call attention to the fact that the \$7,000 appropriated not only pays the traveling expenses, but it pays for sometimes the necessary room rent, and for the rent of furniture, school desks, etc., and janitor service, when we hold examinations all over the United States, and that amount has been steadily increasing because of the larger number of examinations.

Mr. HEMENWAY. Pardon me right there. What has been the necessity for a larger number of examinations?

Mr. PROCTER. The extension of the classification, the growth of the classification. For instance, last year there were more free-delivery offices brought into the service than ever before since the classification of free-delivery offices. Whenever an office becomes a free-delivery office it becomes classified, and we are compelled to hold examinations and organize the board; and it is always better when you organize a new board to send a man direct from the commission to instruct that board, and, if possible, to hold that first examination. Do you know how many new post-offices we brought in last year?

Mr. SERVEN. I should think there were over fifty.

Mr. PROCTER. Well, heretofore we would bring in four or five a year, and the increased business of post-offices all over the country enabled the Department to extend free delivery to over fifty offices. Now, that means fifty new examinations.

Mr. HEMENWAY. And I suppose the offices which now have free delivery are increasing in size. Then, as a matter of fact, the number of people in the classified service increased last year?

Mr. PROCTER. Yes; but—

Mr. HEMENWAY. Notwithstanding the order of the President?

Mr. PROCTER. No; I will not say the number increased. There was an increase, but of course we estimate a certain number taken out, particularly the engineers' service, but the number of new people brought in the classified service was very large by the growth of the service.

Mr. HEMENWAY. Could you give us an estimate of about the number of people who were brought in the classified service last year by the growth of the service and otherwise?

Mr. PROCTER. We can send that to you, but we have not that here.

Mr. SERVEN. We have not the definite figures, but I should say from 800 to 1,000.

Mr. LIVINGSTON. He refers evidently to the proclamation of the President, of May 29.

Mr. HEMENWAY. No; I am asking the number of new people brought into the classified service by reason of the growth of the service?

Mr. PROCTER. I think we brought copies of our sixteenth report. I think the increase that will be contained in that will give it to you approximately.

Mr. HEMENWAY. Will you be kind enough to hunt that out for us and give us a statement in regard to that?

Mr. PROCTER. We will do that; but since that appropriation of \$7,000 was made for traveling expenses, you must remember the service—since 1895 the number of classified positions has doubled—and the work has more than proportionately increased on account of the large number of classified offices.

Mr. HEMENWAY. Since 1895 the number of classified offices has doubled?

Mr. PROCTER. This appropriation of \$7,000 was made in 1895. Now, you must remember, since 1895 the service has more than doubled, and there has been no increase in the appropriation.

Mr. HEMENWAY. You have no deficiency at any time?

Mr. PROCTER. No; but we have not done what the law really requires us to do fully in making investigations. We have not traveled sufficiently in instructing boards, and I call your attention to the very important fact that we have begun a system of making central boards. For instance, in Boston we have one board that does all the work for Boston and vicinity, practically through eastern Massachusetts. Now, that enables us to dispense with the service of a good many of these auxiliary boards, and in order to do that we have got to have traveling expenses to send a man around to study the boards and to make these consolidations. Then there are quite a number of complaints of violations of law that ought to be investigated. We investigate as many as we can, but we think every complaint ought to be investigated by the commission.

Mr. HEMENWAY. Then the order of the President taking a number of offices out of the civil service did not decrease it sufficiently so as to allow you to decrease the amount of traveling expenses?

Mr. PROCTER. Oh, no; not all. There would be no decrease that would diminish the work in that way at all.

Mr. PUGH. When free delivery is established at post-offices do you send always a special agent there to make these examinations?

Mr. PROCTER. Yes, sir; if possible. In Massachusetts and New England, for instance, we can send our man from Boston, or on the Pacific coast we have a man from San Francisco, and we must pay the traveling expenses; but frequently we have to send a man from Washington, and then there are certain special examinations. We have to hold special examinations for stenography where we ought to send a man from Washington, because the local boards do not understand the method of holding those special examinations, with very few exceptions.

Mr. HEMENWAY. Unless there is something further upon this item we will go to the next, as we have a number of people to hear. The next is, item of text-books and books for examiners of the Civil Service Commission, \$1,000.

Mr. PROCTER. Yes.

Mr. HEMENWAY. What is the necessity?

Mr. PROCTER. The necessity of that is caused by the peculiar construction of the Comptroller that the Interior Department can not buy books for the commission,

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and not only that, but they will not even buy for the commission an almanac giving the necessary data, or for a book giving railroad routes, and we have to send a man running and scurrying over town to borrow books in getting up a technical examination, and the loss of the time of the man and in not being able to get the right books is a very great source of inconvenience.

Mr. HEMENWAY. There is an impression prevailing that the questions asked by the Civil Service Commission are to too great an extent now from text-books?

Mr. PROCTER. The impression is based upon insufficient information.

Mr. SERVEN. We never take any from the printed text-books at all.

Mr. PROCTER. But we have to have printed text-books.

Mr. HEMENWAY. You think your examinations are perfectly practical and not technical?

Mr. PROCTER. They are perfectly practical and that is demonstrated by the fact that after a person gets into the service they are put to a test for six months before you give them an absolute appointment, and the percentage of people who are dropped by that test is infinitesimal. We give it in that report. These examinations are submitted to the various departments and they are such examinations as the department thinks are proper, and they are not examinations forced upon the departments by the commission, but examinations gotten up after consultation with the departments.

Mr. HEMENWAY. Who prepares the questions?

Mr. PROCTER. Our central board of examiners, with experts who are detailed from the various departments for special expert examinations.

Mr. HEMENWAY. Now, as to promotions in the department—as I understand there is a rule that before promotions are granted that the applicant shall be examined by the commission—what is your rule?

Mr. PROCTER. The original law demands that there shall be promotion regulations, but the commission had all it could do for a number of years to regulate the entries into the service. The rule of May, 1896, ordered the departments to formulate promotion regulations. The commission prepared what it considered tentative promotion regulations and submitted them to the various departments, whereby a man's record should be kept and he should be marked and promoted as to the character, the quantity, and the quality of the work performed.

Three departments have approved those promotion regulations and formulated them, and they are in practice in the Navy Department, the Post-Office Department, and the Department of Agriculture, and the other departments have not yet formulated those promotion regulations; but the rule said in departments where promotion regulations have not been approved and promulgated promotions may be made upon any test of fitness not disapproved by the commission. Now, the departments usually when they make a promotion make some sort of a statement to the commission, stating why the man is promoted. They do not follow it rigidly, I must confess.

Mr. LIVINGSTON. Do they always state why the other fellow is reduced?

Mr. PROCTER. No; they do not always.

Mr. LIVINGSTON. Promotions can not be made except upon a reduction?

Mr. PROCTER. Not always; a promotion can be made if a man goes out of the service, or dies, or a man of a higher class goes out, then of course there is a promotion without a reduction.

Mr. HEMENWAY. By taking a new man of a lower class?

Mr. LIVINGSTON. That is an exception.

Mr. PROCTER. That is an exception.

Mr. LIVINGSTON. And a very remarkable one. Few die or resign, but there are a good many promotions, and I think that is done absolutely and simply upon the ground of partiality, is it not?

Mr. PROCTER. Too much so.

Mr. LIVINGSTON. Does not your board find it to be so?

Mr. PROCTER. Our board is not authorized to interfere. There is nothing in the rules—

Mr. LIVINGSTON. How can that be stopped?

Mr. PROCTER. It can be stopped by the departments obeying the order of the President of the United States which says "regulations for promotions shall be formulated by the commission after consultation with the heads of the several departments, bureaus, and offices, and it shall be the duty of the head of each department, bureau, or office where such regulations have been formulated to promulgate the same, and any amendment or revocation thereof shall be approved by the commission before going into effect;" and that is the order of the president and it has been carried out by three departments.

Mr. LIVINGSTON. Which three?

Mr. PROCTER. The Post-Office Department, the Agricultural Department, and the Navy Department.

Mr. HEMENWAY. Now, unless there is something further you gentlemen desire to say, as we are crowded for time, any matter you want to leave with the clerk you can do so—

Mr. LIVINGSTON. I see in your notes you complain of these details that they are not competent?

Mr. PROCTER. We do not complain, but I will be perfectly frank—

Mr. LIVINGSTON. Let me ask this question. A man who comes out of the Weather Bureau, for instance, or out of the Agricultural Department, doing a specific line of work there, you mean to say he is not fit to place in your office?

Mr. PROCTER. Not as well as a man we could appoint for that special duty.

Mr. LIVINGSTON. Is not this true, and is the same everywhere, that whether a man comes from the classified or unclassified service and is put on any particular work he must get some knowledge of it—some acquaintance with it?

Mr. PROCTER. Yes, sir.

Mr. LIVINGSTON. And when he gets that you want to keep him?

Mr. PROCTER. That is it exactly. That is the whole trouble; and I will call your attention to the fact that the tendency must necessarily be to recall the most efficient men.

Mr. LIVINGSTON. You get the leavings?

Mr. PROCTER. We are losing a good many efficient people from time to time.

Mr. LIVINGSTON. You would rather have your own force and to have them permanent?

Mr. PROCTER. Another point is, an ambitious man or woman will feel that being on detail in the commission might prejudice them in promotion. They are not under the eye of their immediate chief in their own department where their consideration for promotions are.

Mr. LIVINGSTON. All move and live and have their being in the atmosphere of promotion?

Mr. PROCTER. That is the truth, and it ought to be, if you had the proper regulations for governing it. I think it is well enough to call your attention to this, that the increases asked for would enable the commission to exercise more carefully a complete supervision over its own work, which would more nearly guarantee the integrity and the results of the examinations; would allow the commission to give more thorough instruction to local boards by personal representatives from the commission; would permit a more thorough and complete investigation of violations of law, etc.; would enable the commission to get more nearly in sympathy with local appointing officers and secretaries of local boards of examiners, who are the mediums through which the commission transacts most of its business with these local officers, and thereby bring the public to a better understanding of the purposes of the civil-service law, all of which would increase the general satisfaction with the commission's work.

We find, gentlemen, a good deal of complaint of violation of the law are done away with when we go to the local boards and instruct the boards, and also explain the law to the local postmaster and local custom officer, so as to get them to understand it thoroughly and get them in touch with the work of the commission. I think a good number of Congressmen are against the civil service because they have not looked into the workings of the law.

Mr. HEMENWAY. I do not know; I believe Congressmen as a rule rather favor the civil service.

Mr. PROCTER. Now, for instance, I have had men to come into the commission and said they believed in the law in general, but they say, "Your examinations are nonsensical and impracticable." And we send for a lot of examinations and ask them to point out this and that, and they look into the examinations carefully and they say, "Why, no; this is all right. I am mistaken; I thought you asked this sort of questions."

Mr. TAYLOR. That is, technical incorrect information?

Mr. PROCTER. For instance, they get hold of a question we have asked a computer for the Nautical Almanac, and they say: "Do you not think that that is rather a nonsensical question to ask a letter carrier?" We do not ask such a question of a letter carrier, but when they see the questions we do ask a letter carrier I have not found any Congressman who did not agree that the examinations are perfectly practicable, such as they would indicate themselves.

Mr. HEMENWAY. Are the rules as to the distribution of employees among the different States strictly adhered to?

Mr. PROCTER. So far as the appointments going from the commission, yes. They have a certain latitude in transferring from the outside to the inside under the rules

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that I think rather injurious, because I do not see why they should not regard the apportionment in transferring just as much as the apportionment in the original appointments; but under the recent rules when an appointing officer says it is in the interest of good administration to make this transfer, why, we have to allow it.

Mr. HEMENWAY. Is it not your duty under the law to take it into consideration in making the distribution of the different States?

Mr. PROCTER. We do in all appointments.

Mr. HEMENWAY. I mean in transfers?

Mr. PROCTER. Here you will see under the transfer rule (X) this is one of the most recent amendments of the rules: "But the provision in relation to the apportionment shall be waived upon the certificate of the appointing officer that the transfer is required in the interest of good administration."

Mr. HEMENWAY. In other words, if the appointing officer is inclined to certify that good administration requires it he can by that arrangement admit three times as many appointments from one State as another?

Mr. PROCTER. By simply securing the transfer—

Mr. HEMENWAY. And then by that provision you can simply dodge the provisions of the law and make that wholly inoperative in the distribution of clerks among the different States?

Mr. BREWER. That is not a matter of discretion. When that certificate comes it is mandatory and we exercise no judgment.

Mr. HEMENWAY. Who makes the rule?

Mr. PROCTER. That is the President's rule, that amendment of May 29.

Mr. TAYLOR. I want to find out whether the Civil Service Commission makes its own rules, or who makes them for you?

Mr. PROCTER. The provisions of the law under the apportionment says the rule shall be made on certain lines:

"Appointments to the public service in the Departments at Washington shall be apportioned among the several States and Territories according to population."

As a general thing we are keeping up the appointments among the States on the certification of the commission, and we are certifying from the States having the fewest people in the public service, but—and here is a suggestion for you gentlemen to do what you please with—I have often thought that it was unfortunate we have not some authority to check people now in the service and make them prove residence, and then not appoint any more from the State in excess until the other States have been brought up, but that is a matter for Congress or the Departments and not for the commission, because the commission has no power over it.

Mr. PUGH. When a resident is appointed from a State, say Indiana, and has been transferred to departmental work in Washington will a resident of that State be appointed to fill the vacancy thus created by transfer?

Mr. PROCTER. Yes; because if he is sent from Indiana into Washington they would naturally appoint a man in the local service in the State in the service this man vacated. For instance, if a man is sent from the Indianapolis post-office to the Department at Washington they would take on a man from the Indianapolis post-office to fill that vacancy.

Mr. PUGH. Can you give us in a general way some idea as to what extent the privilege is practiced since the order was made?

Mr. PROCTER. I can not in a general way, but I will have that prepared for you.

Mr. PUGH. You will have that statement prepared and sent to the committee.

Mr. PROCTER. Yes; that is not as great as you probably imagine in a large service like this; I do not think it will amount, since the rule was passed, to a hundred. The chief examiner calls my attention to the fact that they have absolute authority in reinstatements under the rules, and they reinstate those regardless of apportionment, and that might disarrange the apportionment to some extent.

Mr. HEMENWAY. I can readily see that.

Mr. PROCTER. We will not get any system which will work automatically and be perfect.

Mr. BREWER. I am going to beg your indulgence for a moment, because I know just how busy you are, and I had the honor to serve once upon this committee and I know just how much time you have and how little you can give, but I desire to impress upon your minds for a moment the necessities of the allowances we have requested. I think the chairman of your whole committee understands my views touching appropriations, and my friend, the secretary of your committee, does also, and I want to say to you I have been on the commission for about two years and that the business is run with the utmost care.

There are no expenditures there which I think any gentleman would not think were appropriate and proper. I want to say upon the question of buying these text-

books, that we are bothered very much. Our force is limited, and it has not grown like the growth of the service has by any means, and we have but comparatively few men who have the requisite qualifications for marking up papers; for instance, papers for all examinations in post-offices throughout the country have to be prepared in our office. We have our friend here, the chief examiner. He has a limited force, and I know that he and some of his force are compelled to come back to the office and work there until 10 or 11 o'clock at night frequently. I will say to you further there have been occasions when we have been compelled to ask of our help in the office who would do so to serve an hour or two hours extra a day in order to catch up with our business.

Now I, myself, am there from 9 o'clock until half past 4 every day, and perhaps I observe those things as much as anyone connected with the force, and I know our force are hard worked all the while. Those of our regular force, I think I can say without exception, are excellent clerks and employees—doing their work well, and I would say a good word even for those of our transfer. The trouble is, they have been accustomed and know the business, and when we bring them over and they are familiar somewhat with our work they are liable to be called in. I remember one little division where we have but six clerks, last fall there were three changes in three months in that force, and you see we had to educate six persons in order to make them useful to us; the longer they are there the more useful they are because they become more familiar with the work.

We would be glad to take them in that way if we would be sure after we had made them useful we could retain them, but we are not sure at all, and hence we say to you, as we said two years ago, we could get along with less employees if, instead of their being detailed, we could draw them in and educate them up to our work. I know from my own personal observation it would be a saving in the expenditures of the Government. Now, in regard to the books, I know it is very useful and very necessary that our examining board should have the use of such text-books.

Now, you must remember, as stated in this little report, some 280, the chief examiner tells me, examinations have to be held. Some of those are in the very high branches of technical examinations, we will say in the higher mathematics. There must be in some cases—as, for instance, in the Nautical Almanac and among other branches—we have to have those examinations way up high in the mathematics. In all scientific pursuits connected with the Smithsonian Institution and many others we have to hold the very highest examinations, and there are but few men really qualified to hold, administer, and prepare the examinations.

Mr. PUGH. When and how do you obtain the necessary text-books now?

Mr. BREWER. I will say on some occasions our chief examiner has bought some books, and he, perhaps, will have to come up to the library here and examine books, or send over to the Bureau of Education, if it is something in that line.

Mr. PUGH. Have you any library in connection with your Commission?

Mr. BREWER. Nothing that amounts to what you might call a library. The most of the books I have seen there myself have been Congressional reports and such things as that, and sometimes they are very useful; and some of you gentlemen, if you have been here many sessions and terms, will know that when book after book comes to your home you select out a few you think will be useful, and the rest will go into the furnace. I remember when I retired from Congress I consigned to the furnace quite a large number of books.

Mr. PUGH. Is it your object to establish a special library at your Commission?

Mr. BREWER. Of these miscellaneous books we need those which are necessary for preparing for the examinations. I have once in a while, for illustration, if I should have some book on the construction of statutes, for instance, Dwar. on Statutes, if I made some investigation and I found that we had nothing of the kind, and had that, for instance, when I got home, having one in my library of that kind, I should bring it down with me.

Mr. LIVINGSTON. Did you or the Commission ever take into consideration an intelligent additional clerk, to be called a library clerk, to keep in touch and get our information in that way? Would not that be cheaper and more satisfactory than to have a library?

Mr. BREWER. If you will permit me, I will state it is not so much this giving information to people. We have one of our employees who has a room on the first floor where all the inquiries which come over and the information can be imparted by this clerk. But it is not that; it is not for that purpose at all. The commissioners—I will say that you gentlemen if you want any information down there you ask for it of the commissioners. If they are unable to give you the information that you want for we send to the chief of our division, who has charge of it. Suppose you

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want to know the standing of some person on our register. We send for the chief of the certification division and he sends down the information which we are unable to impart to you. It is not that, but it is simply we want a comparatively few books—we might not utilize the whole \$1,000, but we want to buy a few along just as we see they become necessary.

Now we can not get, as will be stated to you in a letter sometimes, we have not been able to get any from the Secretary of the Interior, who has a sort of suzerainty over the Commission. We used to be able to get a few through him, but under the statute the Comptroller has thought it was not a just account, and, therefore, we have been entirely shut off from that source. I say to you gentlemen, in giving my own statement for what it is worth, the investigation I have made and my own observation is that it is very essential, and we are only asking for just the things that will aid us in carrying out the business that is placed upon us by the statute and rules.

That is all we are asking for; and I might say in regard to the traveling expenses that while we have asked for an increase of that—for illustration we have called upon—here is a post-office, I have in my mind one town in Pennsylvania just about to become classified. We are so informed by the Department. We have no one around there without going some distance to go there and give the examination, and you understand we have no local board at all until it becomes classified, and so we have to send somebody either from an adjoining city where we have a board or send a man from here, and if it is a long distance we try to send some one of some local board of an adjacent city, but we have, as stated by Mr. Procter, to pay the expense in doing that, and there is this.

We have found since I have been on the board; for instance, I remember last summer returning to my home in Michigan—there was some little matter, some dispute at Cleveland and Buffalo—and I found that the officials there who were administering the laws in their respective bureaus and departments were very anxious always to consult and make inquiries about those things, and upon conversation much friction which arose between the appointing power and the commission touching how things can be done is removed, and if you are writing about it it is much more difficult than to have a conversation, and therefore I found all officers in the cities were glad to confer and look up those points when a point is brought up, and after consultation they understand each other, and the friction which often arose between the appointing power and the commission was largely removed and can be by these conversations, and hence we have asked for two extra examiners, I think—I have not looked at this statement for some time—so we can send them out to hold those examinations.

Now, there is to be held an annual examination, and the statute says where those are to be examined they shall be examined twice a year; but for the purpose of reducing the amount of work we are only holding those examinations where we have to send people out. For instance, on the Pacific coast, Detroit, Chicago, Nashville, Louisville, New Orleans, etc., we are only holding for the departmental service. We have got registers now only once a year, so as to reduce the amount of work, and I might say another reason—in order to prevent people taking examinations, so many of them going on the register when they stand a poor chance, owing to the great number of them.

MR. LIVINGSTON. You had much better move up your point of eligibility. What is it now?

MR. BREWER. Seventy.

MR. LIVINGSTON. Had you not better move it up to 85? Would not that be an economy there?

MR. PROCTER. I might say practically it is.

MR. LIVINGSTON. I see nobody gets in under 87.

MR. PROCTER. You could say that we have moved it up. In little offices sometimes we might not have a register at all, but in practice in the Department they are never appointed under 80.

MR. BREWER. It gives them an opportunity to take their chance.

MR. LIVINGSTON. It is a deferred hope.

MR. BREWER. I concede that.

MR. PROCTER. I would like to submit this. We have asked because we anticipate moving to another building to go out of the present building, which is not fireproof and is a perfect fire-trap. We have asked, and here is a communication addressed to the Speaker, for one conductor of an elevator and two firemen, which is not in that estimate. Shall I file that with you?

MR. BREWER. I want to say, which escaped my mind, that there has been a little said about the necessity of finding other quarters. The building which we are in

was formerly a dance hall—the upper portion of it. It is an immense hall, and the ceiling is probably 25 to 30 feet high. We can not heat it, and during the cold spell we had about a month ago it was filled with clerks at their desks, and I was up there and I saw one-quarter of them with their capes on, it was so cold, and others were surrounding the radiators. There is not radiation enough to heat that immense amount of air. I apprehend, and I think I am safe in saying, the employees at that time altogether lost at least one-third of the amount of work that they would have been able to perform by reason of that; and we found the same trouble a year ago. We have had a conference with the Secretary of the Interior, and are about to make arrangements, we think, to get a more suitable place, and it becomes necessary to have a conductor for the elevator.

MR. SERVEN. May I add two sentences. One is I want to say that I am chief examiner, and secondly that this question of reference book comes on my shoulders, and I want to say that in making a technical examination it is the same as if a man undertook to prepare a statistical speech on the tariff or some such question without having a single book to get his figures from.

MR. HEMENWAY. Only you have access to a number of first-class libraries here in the city?

MR. SERVEN. That is a point, that the time lost in hunting up these books will cost five times the amount we have asked for. All we want is to be supplied with a few standard authorities on these general technical lines. I want to impress that because it weighs on my shoulders every day.

TREASURY DEPARTMENT.

STATEMENT OF MR. THEODORE F. SWAYZE, CHIEF CLERK OF THE TREASURY DEPARTMENT, AND ASSISTANT SECRETARY H. A. TAYLOR.

OFFICE OF THE SECRETARY.

MR. HEMENWAY. The only changes submitted from your office that I can see are recommendations for increase of salary.

MR. SWAYZE. Yes, sir.

MR. HEMENWAY. Am I right about that?

MR. SWAYZE. Yes, sir.

MR. HEMENWAY. Commence with the first; what reason have you to offer why the salary should be increased?

MR. SWAYZE. The first is the clerk to the Secretary of the Treasury. Mr. Gage asked me to explain to the committee the difference between a private secretary to the heads of Departments generally. Mr. Ailes was reduced, to bring him on the level with other private secretaries. The head of a Department usually brings in a man from the outside as private secretary to simply attend to his personal matters. In this case the situation is different, and he is a man who came in there as a messenger and has filled from the position of messenger every grade of clerkship in that office. He is a graduate of law and has made himself proficient in every part of the whole Department. Of course he does not know about each individual office, but he knows the whole Department and is really an assistant to the Secretary, and he says that he is a man of broad learning and would be worth \$3,500 to \$4,000 anywhere outside.

THE CHAIRMAN. You have another increase of from \$1,800 to \$2,250. Give us the reason for that.

MR. SWAYZE. That is the Government actuary. That place was held by that statistical man—I can not call his name—but he is a mathematician of very high order. He makes up all the statements daily of the prices of bonds and makes out the financial statistics for the Secretary. In fact, he goes to the State Department and the President, and his salary used to be \$2,500.

MR. HEMENWAY. How long has this man who is in that place been there?

MR. SWAYZE. Since Mr. Elliott died. I should say he has been there ten or twelve years, and he is a very valuable man.

MR. LIVINGSTON. You are aware of the fact that the appropriation committee last session endeavored to get these private secretaries all down on the same basis of \$2,250?

MR. SWAYZE. Yes, sir; that is what I say.

MR. LIVINGSTON. When we did that work you come back and ask us to undo the whole work. Why do not you put it at \$2,250?

Mr. SWAYZE. His salary was \$2,400 before.

Mr. LIVINGSTON. And we cut it to \$2,250, and I will give you the reason for it. Some of the private secretaries were getting \$2,000, some \$2,500, some \$2,400, and some \$2,250, and we endeavored to bring all of them down to \$2,250, and we did it in nearly every instance. Now you ask us to violate that rule we established last session and put this man back to \$2,400.

Mr. SWAYZE. You understand these people are outside the classified service?

Mr. LIVINGSTON. I know they are.

Mr. SWAYZE. They are brought in from the outside, and they come in and know nothing about the workings of the Department. They are really of no assistance to the head of the Department. Mr. Gage, instead of bringing in an outside man there, took a man who had grown up from the very bottom of the service and thoroughly conversant with all the work, and is a great aid to the Secretary outside of the private work, which he does not do.

Mr. LIVINGSTON. I want to ask you this question: If there were not other recommendations made to the Secretary under the head of the Treasury Department there which were disallowed? Mr. Taylor can answer that question, perhaps.

Mr. TAYLOR. I only call to mind one chief clerk. He is not exactly a chief clerk, but he is the assistant commissioner of immigration.

Mr. LIVINGSTON. Why did you cut him and put this man up?

Mr. TAYLOR. Well, I have nothing to do with this man, but you know the Bureau of Immigration, as far as it is represented in Washington, is a very small Bureau. There are only half a dozen people up there and he is now getting—

Mr. SWAYZE. \$2,500.

Mr. TAYLOR. That is the smallest Bureau in the Department, and the other, as he says, although I know nothing about this matter—

Mr. LIVINGSTON. You are aware he is assistant commissioner in charge of the whole work of the Bureau. Why did you cut him? There was an estimate made for him and you cut it out, and you bring in another man here for an increase?

Mr. TAYLOR. As a matter of fact, that was done in the Secretary's office.

Mr. LIVINGSTON. It was done by you?

Mr. TAYLOR. I beg your pardon.

Mr. SWAYZE. It was done—excuse me—it was done by Mr. Vanderlip.

Mr. TAYLOR. It was done with the Secretary's approval because he talked about it, whether I would recommend the increase, and I said I recommended it because they made very strong pressure, and I said I would send it up to the Secretary and let him consider it. He asked me if he should ask me about it if I did not think the services rendered warranted the increase in the pay, which I did not. I come in as close contact with that Bureau as any of the ten I have supervision of. I know what his responsibilities are, what his duties are—

Mr. LIVINGSTON. The politics of the two men are somewhat different, too?

Mr. TAYLOR. It does not make any difference about politics.

Mr. LIVINGSTON. I know it does not.

Mr. TAYLOR. Both men are Democrats. Mr. Ailes is a Democrat, the private secretary to Secretary Gage, and so is Mr. Larned.

Mr. SWAYZE. The difference is this: Mr. Ailes has the whole Department, while Mr. Larned has direct supervision of the Bureau of Immigration, under the direction of the Secretary; Mr. Ailes takes in the whole Department and Mr. Larned takes in only the division of immigration.

Mr. LIVINGSTON. I did not mean to be specific. Is that the only cut you made? Were there not other recommendations?

Mr. SWAYZE. I do not know. The estimates are made up to go to the Secretary, and what cuts—

Mr. LIVINGSTON. I want to be very candid; there is great complaint about partiality in your Treasury Department, and you have got to stop it.

Mr. SWAYZE. We want to stop it.

Mr. LIVINGSTON. You must do it.

Mr. SWAYZE. The next is the assistant superintendent of the Treasury building.

Mr. HEMENWAY. You ask for an increase from \$2,300 to \$2,700?

Mr. SWAYZE. There is a man who covers the whole Department, and he is assistant superintendent; I am chief clerk and superintendent. When I filled the position in 1883 and 1884, as assistant superintendent, we had 180 buildings, and now we have 300.

Mr. HEMENWAY. What are his duties?

Mr. SWAYZE. I am getting to that. They had an investigation of his predecessor, and he went out because the work was not done right and there was a good many questions about his probity, etc., and Mr. Hills came in there. He is superintendent of the Treasury building, who keeps accounts and passes approval of all expenditures

for contingent expenses of the Treasury Department. Then he has appropriations for fuel, light and water, furniture and repairs, custodian and janitors force, all court-houses, post-offices, and custom-houses.

We have the accounting for about \$2,300,000 or \$2,400,000, and we have the same number of clerks in his office that were there when I was there in 1883-1885, simply on account of the systematic way in which he does his business, and you can not compare that man with an assistant chief in any other bureau who gets \$2,700 or \$3,000, because he has not only the Treasury Department, but he has all those outside.

Mr. TAYLOR. May I be permitted to say a word about that? There is hardly an hour in the day but I have something to do with Mr. Hills, and I regard him—I do not think there is in the Treasury Department a more industrious, a more intelligent, or more conscientious officer than he is, but I want to say this in his behalf.

I am not much in increasing salaries. But just think, his duties are involved in all the furniture for all these public buildings, 300 we have now, and there are on our books in the Architect's Office, which I also have charge of, 60 or 70 more, and all the gas fixtures, and all the light and fuel, and the appointment of all custodians, and all janitors, and engineers, and watchmen, and only last week he came to me and he said that there was something wrong in one of the large neighboring cities and he showed the report he had from the custodian and said he did not like it. He said there was evidence of collusion in his judgment between the custodian and parties who were furnishing supplies, and said he wanted to submit those papers in a report, which he did. This is only one of numerous cases, and he catches on to everything, and I agreed with him that there were suspicious circumstances, and we wrote a letter and three came over and tried to set themselves right before the Department, to try to show that there had not been any collusion, which there had been.

He is charged with such vast responsibilities. He is charged with the purchase of all this furniture and keeping track of it, and I have been amazed at his capacity for details. He has got some building, for instance, off here, or some chairs, or desks, or sofas, or bookcases that are not needed there, and instead of allowing them to be thrown in a garret and go to waste he says, "We will take those and fix them up and send them over to some other town and put them in a public building there," and he saves the Government an immense amount of money and he only gets \$2,300, and it is not as much as chiefs of divisions probably get, while in his place he has the whole United States under him.

Mr. HEMENWAY. We will go to the next item for locksmith, where you ask his salary be increased \$200.

Mr. SWAYZE. When he came in some years ago, he came in as a locksmith. Since then we have had the whole building wired and lighted, and we have the Winder Building and the Butler Building here, and he attends to all that and tends to all the typewriters. He is a very valuable man and has increased with the work as it has increased.

Mr. HEMENWAY. On page 57 you ask for a fireman for the Butler Building. How are they getting along there now?

Mr. SWAYZE. I will have to call Mr. Hills on that. I think we have got a detail there.

Mr. HILLS. We have a man detailed there, but there has never been any provision made for firemen for that building. That building was bought some nine years ago and put under the custody of the Treasury Department without making any provision for personal help.

Mr. HEMENWAY. You have been taking care of it with a detailed man?

Mr. HILLS. Yes, sir; part of the time a laborer detailed.

The CHAIRMAN. There is no reason why it should not continue?

Mr. HILLS. It would be better to have a permanent appointment rather than to have the detailed man.

Mr. HEMENWAY. But still you have managed to get along.

Mr. HILLS. Yes, sir; we have managed.

Mr. LIVINGSTON. Where does that detailed man come from?

Mr. HILLS. He is detailed from the Coast Survey; also one from the Treasury building.

Mr. LIVINGSTON. Laboring men?

Mr. HILLS. Yes, sir.

CONTINGENT EXPENSES.

The CHAIRMAN. We will go to the item of contingent expenses. The first item in the estimate is for newspapers, law books, city directories, etc., \$1,500, and we have been giving you \$1,000 right along, and I see there were no deficiencies?

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Mr. HILLS. No, sir; no deficiencies, but there will be a deficiency this year unless we avoid the purchase of some books which are absolutely essential to the proper transaction of business. I have on my desk now recommendations covering purchases of some thirty-odd directories of the largest cities throughout the country, which will cost \$150.

Mr. HEMENWAY. Where does that request come from?

Mr. HILLS. The whole Department; it comes over from the mails and files division where all these directories are centralized. The balance of the appropriation to-day is only \$33 to carry us until the 30th of June.

Mr. HEMENWAY. What will your deficiency be if you purchase the absolutely necessary books?

Mr. HILLS. It will run somewhere to \$250 at least.

Mr. TAYLOR. What increase do you ask for?

Mr. HILLS. Five hundred dollars.

Mr. HEMENWAY. The next item is for investigation of accounts, records, etc., including necessary traveling expenses in connection therewith. Why do you put in the words "in connection therewith?"

Mr. HILLS. That has been a standing suggestion for a good many years. It provides for the investigation of accounts and other traveling expenses.

Mr. HEMENWAY. I see you just ask the same amount. The next item is for freight, expressage, telegraph and telephone service; you ask for \$6,000 and you had \$3,500. Have you a deficiency there?

Mr. HILLS. Yes, sir; we have had a deficiency every year, and there will be a deficiency this year. The additional amount of \$2,500 will about offset the deficiency this year. The appropriation has been a deficiency for a good many years past.

Mr. HEMENWAY. The next item is rent of building, \$7,090, and you had \$6,970?

Mr. HILLS. It is an increase of \$120, and is to provide additional room in the Adams Building for the accommodation of the Bureau of Statistics. The Bureau of Statistics is now in the Adams Building, which is on F street, a rented building, and the rooms heretofore occupied by them are insufficient, and they could get this additional room for \$10 a month, which will relieve the situation greatly.

Mr. HEMENWAY. Simply \$120 additional for the rent of that additional room?

Mr. HILLS. Yes, sir.

Mr. LIVINGSTON. What room is that?

Mr. HILLS. I have forgotten which room it is. It is in the Adams Building on F street just opposite the Ebbitt House. It is a very necessary item and necessary to relieve the congested condition which has been existing for some time.

Mr. HEMENWAY. The next item is for purchase of horses and wagons, etc. You had \$3,000, and you ask \$3,500 and had no deficiency.

Mr. HILLS. No, sir; we never had any deficiency, but the condition of the wagons and the condition of the horses has reached such a point that it is absolutely necessary that some of them should be renewed, and it is impossible to do it out of the general appropriation. The wagons have been run a good many years, one over twenty years.

Mr. SWAYZE. There is one horse there which was bought in 1883.

Mr. HEMENWAY. And still a good horse?

Mr. HILLS. The horses are old and not in good shape and should be renewed.

Mr. HEMENWAY. The next item you ask the same amount for the purchase of office and for the purchase of file holders and file cases; you had \$2,000 and you now ask \$3,000.

Mr. HILLS. Yes, sir; we will have a deficiency this year of \$1,000 on that appropriation. You see, the volume of business has increased very rapidly in the last two or three years, arising through this war with Spain and increase in the Army, and these file boxes which we are buying for current files are indispensable. They could get along without them, but it would embarrass business and throw them back very materially, and by use of the file boxes we can systematically arrange our files there so they are accessible.

Mr. HEMENWAY. You have in your estimates picked up three items and included them all in one?

Mr. HILLS. Yes, sir.

Mr. HEMENWAY. Why should that be done?

Mr. HILLS. It would facilitate our matters a good deal. It would make the appropriation combined more elastic. For instance, last year, take the price of coal. We paid \$2 for bituminous coal and 4 cents per thousand watts of electricity, and this year we are paying 6 cents, an increase of 50 per cent, for electricity, and we are paying \$2.17 for bituminous coal, which is quite an increase there. Last year we had a small balance.

Mr. SWAYZE. The balance on hand for fuel is \$565.

Mr. HILLS. Now if we should have a deficiency on any of these items we could make it up.

Mr. HEMENWAY. Did you have a deficiency on any?

Mr. HILLS. Not last year, and we only paid 4 cents per thousand watts as against 6 cents this year.

Mr. HEMENWAY. On the last item what was your balance?

Mr. HILLS. Miscellaneous, that is practically exhausted, \$108.

Mr. SWAYZE. We frequently have to hold back the requisitions until the new appropriation becomes available.

Mr. HILLS. Last year we deferred a good many requests which should have been allowed. If the consolidation could be brought about, even if you only give the aggregate amount of the present appropriation, \$31,500, we would be willing to take that and get along with it if you consolidate them.

The CHAIRMAN. The next item is for purchase of registering accountants, etc. How many of those machines have you in the service?

Mr. HILLS. Well, about 15.

Mr. HEMENWAY. How much do they cost?

Mr. HILLS. From \$150 to \$420 apiece.

Mr. HEMENWAY. How are they working?

Mr. HILLS. Admirably. We put most in for the Auditor for the Post-Office Department, so you can get his opinion. We put them in auditing offices in the Treasurer's office, disbursing clerk, etc.

Mr. HEMENWAY. What balance have you on this fund?

Mr. HILLS. The appropriation is exhausted. There is only 50 cents left. That estimate is owing to the fact that we have not equipped several bureaus as yet which require them.

Mr. HEMENWAY. You ask \$2,000 again this year. Do you think that is absolutely necessary, and economy to appropriate it?

Mr. HILLS. There is no question about that.

Mr. SWAYZE. It saves an increase of clerical force.

Mr. HILLS. You will find they are working nicely, and the Auditor for the Post-Office Department will confirm that statement, that they are almost indispensable.

Mr. LIVINGSTON. I suppose you are working in conformity with the next paragraph of the law in regard to those time clocks, where it says no money shall be used for time clocks?

Mr. SWAYZE. Yes, sir; we carry it out according to the law.

Mr. LIVINGSTON. What did you do with those clocks?

Mr. SWAYZE. We sold them for old material.

Mr. TAYLOR. At \$20 a piece.

Mr. LIVINGSTON. What did they cost?

Mr. TAYLOR. One hundred dollars. They were bought before I came in, but I sold them.

Mr. LIVINGSTON. You purchased them at \$100 and you sold them at \$20 apiece?

Mr. TAYLOR. We advertised to get bids and the highest bid was \$20.

Mr. LIVINGSTON. And paid for them without a law authorizing you to do it?

Mr. TAYLOR. I do not know anything about that.

The CHAIRMAN. How long were those clocks in there?

Mr. HILLS. About a year.

The CHAIRMAN. How many were there?

Mr. TAYLOR. I think there were 18.

Mr. SWAYZE. It is conceded they paid for themselves two or three times over by the extra time the clerks put in.

Mr. LIVINGSTON. On the other hand, it was said that one clerk could register for a dozen or twenty people.

Mr. SWAYZE. No; I do not believe that is true. It would be pretty dangerous.

Mr. LIVINGSTON. You lost only \$1,440, and I believe Brother Vanderlip did that?

Mr. SWAYZE. We got that much experience.

Mr. LIVINGSTON. You did that.

The CHAIRMAN. Your next item is for the purchase of carpets, etc., and you ask \$5,000, and you have been asking for that sum, but you have been allowed \$3,000. How much have you on hand?

Mr. HILLS. The appropriation is exhausted to-day. The condition is just this: We have in the Treasury building and annexes in Washington City here thirty odd thousand yards of carpet, and the amount of the allowance, \$3,000, after deducting a certain sum for cleaning carpets and making carpets, leaves a sufficient amount of money to renew a carpet every sixteen years, and now you can imagine the condition of a carpet on a floor sixteen years, and unless this appropriation is increased pretty

soon it is only a question of time when the carpets used in the Treasury Department will be restricted to the rooms occupied by the high officials, and it can not be otherwise.

Mr. SWAYZE. We want more carpets to fill the requisitions for this year. We have turned down the last year requisitions where people have holes in their carpets.

Mr. HILLS. We never sell a carpet until it ought to be burned as a sanitary measure.

Mr. HEMENWAY. The next item is for the purchase of boxes, book rests, chairs, etc. I see you had a deficiency last year of \$3,000. What is the condition of the appropriation now?

Mr. HILLS. We shall have a deficiency this year. We buy from that appropriation typewriting machines, and, of course, with this great immense volume of business, necessitating purchase of machines, it will be a deficiency this year. There is no balance, you might say, to-day, the appropriation is exhausted, and we have got requisitions now to make that three times over if we approved them.

Mr. TAYLOR. Might I be permitted to call attention to page 63 to a matter? The matter in which I am concerned are the salaries of two men, one Mr. Hills, and you have heard what I had to say in regard to him and the other gentleman, Major Heydom.

Mr. HEMENWAY. Who is he?

Mr. TAYLOR. He is assistant chief of the division of mails and files, and now he is one of the hardest worked men there. He usually puts in one or two hours overtime every day, because he has to be there in the morning and see these mails are distributed by 9 o'clock, when the other officials get there.

Mr. HEMENWAY. He is getting \$2,500 now?

Mr. TAYLOR. No, sir; he is getting \$1,600, and we want to put him up to \$2,000, which he more than earns. He is acting assistant chief of the division of mails and files, and he has been there twenty-two years, and he has a vast amount of work to do. During the last fiscal year he received 103,000 registered packages valued at \$884,000,000. He handles all this mail, and he has to come in the morning and be there by 7 or 8 o'clock, and frequently stay until 5 o'clock in the afternoon, every day. He has to be there over hours, and he has been doing this work for the chief of division, Major Gaines, who is out of health—he has been notified by his physicians—they even thought he was going to die last month. Now, we want to put him on a level with others in the building, the other assistant chiefs of divisions.

Mr. HEMENWAY. The chief is not competent to perform his duties now?

Mr. TAYLOR. He came into my office this morning, and said the doctor told him to do no work at present requiring any mental effort. This man has charge in the meantime, and as I say, he has been there for twenty-two years, and is getting \$1,600. Now, that is not fair dealing, and I think he ought to have \$2,000, and ought to be made equal to the others doing the same work at least.

Mr. HEMENWAY. Right in that connection, the law requires you to submit a list of all incompetent clerks, and who have become incompetent by reason of old age or disease, at the beginning of each year. I suppose you have submitted that list this year?

Mr. TAYLOR. I really do not know, the chief clerk will know about that.

Mr. SWAYZE. No, sir.

The CHAIRMAN. What attention, if any, are you giving to that matter in your office?

Mr. SWAYZE. We have dropped two or three off. Two or three have died and some have been reduced below \$900, simply because they became further incapacitated. We have abolished the roll of honor.

Mr. HEMENWAY. Have you abolished it only in name or in practice by dispensing with these clerks?

Mr. SWAYZE. We have abolished it in practice by dispensing with these clerks and putting them in other positions.

Mr. HEMENWAY. If they are not competent to perform service to the Government, why do you retain them at all?

Mr. SWAYZE. If you will permit me, I differ with you slightly there.

Mr. HEMENWAY. I say, if they are not competent—

Mr. SWAYZE. I do not know a man or woman in the Treasury who is not now earning their money. One man who was getting \$2,500, we are paying now \$900 in the Internal-Revenue Bureau. He has got the internal-revenue law in his head, and he has somebody to work with him, and that man's information is worth \$900.

Mr. HEMENWAY. You have no one in the Treasury Department now on the salary roll who is not competent to earn their salary?

Mr. TAYLOR. And earning their salary?

Mr. SWAYZE. I would be willing to affirm that I do not know of a man or a woman on our roll who is not earning their money.

Mr. LIVINGSTON. Notwithstanding you have not got time clocks?

Mr. SWAYZE. Yes.

Mr. LIVINGSTON. I would like to hear from Mr. Hills if he does not mind talking in his own interest. You have asked for an increase?

Mr. HILLS. Yes, sir.

Mr. LIVINGSTON. Why, state it yourself?

Mr. HILLS. When I went into this office sixteen years ago, although I had been in the Treasury Department some years previous, we had only 120 buildings. Now we have, including marine hospitals, 313 buildings, and with the work at that time we had 16 clerks, and notwithstanding the work has increased in that office 300 per cent, which I can prove by the records, we have only 13 clerks to-day to do it, and I have a sufficient force, and I think the work is being handled just as efficiently and economically as it can be handled. It is all current work and is kept right up to date, and it covers a vast field and extends from Eastport, Me., to the Seal Islands through Alaska and as far south as Brownsville, Tex.

Mr. LIVINGSTON. You are keeping down these collusions?

Mr. HILLS. Yes, sir; we are. You take the appropriation for fuel, light, and water for this year. It is only \$840,000; in 1897 it was \$900,000, and there is a reduction of \$60,000 in that appropriation notwithstanding the fact we had between thirty and forty additional buildings to take care of, and is the result of the method which has been introduced into that office and carried into effect.

Mr. SWAYZE. I have gone through Mr. Hills's office to get to my office Sunday morning and I have said to Mr. Hills, "this looks more like Monday instead of Sunday," and instead of calling for an additional force he brings the people down there to bring the work up.

Mr. HILLS. Those people work Sundays, nights, and holidays. We keep no hours when it comes to a matter of business.

Mr. LIVINGSTON. You make no estimate for additional pay for these people?

Mr. HILLS. No, sir; and I think I have got force enough.

The CHAIRMAN. And in the busy season you make them take care of the work; of course you are not working nights and Sundays all the time?

Mr. HILLS. Oh, no; only at certain stages of business. For instance, this Washington post-office was thrown into our office. It did not properly belong there, but Mr. Cannon wanted us to furnish it and prepare estimates to furnish the building, etc., and we did it, and we had to go and take up those people and move them into the building.

Mr. SWAYZE. Mr. Hills has his work so systematized that he can take on these new buildings without an increase.

Mr. HILLS. It is simply on account of the perfect system of handling we have. It is only to meet emergencies when my force works on Sundays. People do not appreciate the magnitude of the business we do.

Mr. LIVINGSTON. I want to say to you that I have been here ten years and I never heard any complaint about you.

DIVISION OF BOOKKEEPING AND WARRANTS.

STATEMENT OF MR. C. H. MILLER, ASSISTANT CHIEF DIVISION OF BOOKKEEPING AND WARRANTS.

Mr. HEMENWAY. I notice there you recommend an increase of the salary of the assistant chief of the division; that is yourself?

Mr. MILLER. Yes, sir.

Mr. HEMENWAY. It is an increase from \$2,400 to \$2,700?

Mr. MILLER. Perhaps I should not speak about that myself. The Department made that estimate, but I will answer any questions you wish to ask. The Secretary has made that recommendation, and I prefer that someone else should speak for me.

Mr. HEMENWAY. You increase the salary of the digest clerk from \$2,250 to \$2,400. What is the reason?

Mr. MILLER. It is an important position and the work is growing.

Mr. HEMENWAY. How long has it been occupied by this gentleman now?

Mr. MILLER. Ever since 1880, when I left the place to take the position of assistant chief of division.

Mr. HEMENWAY. You ask an increase of one clerk of class 4.

Mr. MILLER. And two of class 3 and two of class 2.

Mr. HEMENWAY. What reason have you to offer for this increase of force?

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Mr. MILLER. When the office was reorganized under the Dockery law it was thought that the force given at that time was all that would be necessary. More help is needed now, however. You will remember under that law that the work in the offices of the Second Auditor, the Third Auditor, the Fourth Auditor, the Register, and the customs office, so far as the bookkeeping of personal accounts is concerned, was transferred to this office, of warrants, estimates, and appropriations, as it was formerly called, now bookkeeping and warrants. A force of 15 perform this work and 2 more are needed. At the time of and prior to the consolidation the old force of the warrant division averaged from 22 to 28, engaged on the general work of the division, in issuing warrants for the payment of money from the Treasury and the receipt of money into the Treasury, keeping the appropriations ledgers, compiling the Book of Estimates, digest of appropriations, and statements of receipts and expenditures in various forms, and answering calls from Congress, etc. A force of 19 perform this work and 2 more are needed; in all, 4 additional clerks. This is a general statement of the work which has largely increased with the growth of accounts and appropriations, and the need to respond to calls for information to a greater extent. The new work transferred to the division in 1894 has also increased, therefore the increase of force has been submitted.

Mr. HEMENWAY. Since the passage of the Dockery law has any new work been given to your office which you were not required to perform under the Dockery law?

Mr. MILLER. No, sir; except the general increase.

Mr. HEMENWAY. General increase in the work?

Mr. MILLER. Yes, sir; for one thing, we issue 21,000 more warrants a year than formerly, which involves a large amount of labor in handling certificates of settlement, writing, registering, posting, indexing, and examining and checking warrants; and this increase of warrants increases all other branches of work in the office, running through the appropriation and personal accounts, receipts and expenditures, etc.

Mr. HEMENWAY. What is the condition of the work now?

Mr. MILLER. It is well up, because we have a force of men who work day and night, when necessary.

Mr. HEMENWAY. What amount of overtime has been put in in the last six months?

Mr. MILLER. Perhaps the last calendar year had better be taken than the last six months. I should say that some of the force have often put in from three to four hours a day, and sometimes more.

Mr. HEMENWAY. That is all the clerks in the office?

Mr. MILLER. Yes, sir; most of the clerks in the division have worked overtime.

Mr. HEMENWAY. That is, their overtime combined?

Mr. MILLER. No, sir; I am speaking now of individual cases, although nearly all the clerks have worked extra time.

Mr. HEMENWAY. You think they will average two or three or four hours a day?

Mr. MILLER. Yes, sir; I do not mean all the clerks will average that, but much overtime of two and two and a half hours a day has been made, and more.

Mr. HEMENWAY. Do you mean that the overtime of each clerk for the last year will average two hours per day?

Mr. MILLER. I will not say each clerk; no, sir.

Mr. HEMENWAY. That is what I am trying to get at; what will the overtime of each clerk average for the last year?

Mr. MILLER. Approximately, from one to two hours. The war with Spain has caused additional work in this division, as well as in other offices; much work of a miscellaneous nature which does not show on its records is also performed; and the calls for information from Congress and its committees, from members and others, on public business generally, relating to Treasury matters conducted in this division, often require long search and investigation which can not always be pursued in the regular office hours.

Mr. HEMENWAY. Are any temporary clerks utilized?

Mr. MILLER. No, sir; and this is our only call for an increase for years.

The Dockery law gave us 36, but we really had but 34, as two clerks of class 3 provided for the division were detailed to other offices. By the act of 1896 these two clerks were dropped when the discussion arose relative to the detail of clerks.

As to the additional force of five clerks asked for, I will say that on review of the work since the estimate was made it is decided to drop one clerk of class 2, leaving the desired increase one clerk of class 4, two clerks of class 3, and one clerk of class 2. That would be an increase of two more than the force given in 1894.

Mr. HEMENWAY. An increase of four over the force you now have?

Mr. MILLER. Yes, sir; but only two over the reorganization of 1894.

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., January 30, 1900.

Hon. J. G. CANNON,
Chairman Committee on Appropriations, House of Representatives.

SIR: In connection with the estimates for this division contained in the Book of Estimates for 1901, I have the honor to submit the following:

DIVISION OF BOOKKEEPING AND WARRANTS, INCREASE FOR 1901 SUBMITTED.

Assistant chief of division, increase \$300.
Estimate and digest clerk, increase \$150.
One clerk of class 4.
Two clerks of class 3.
Two clerks of class 2.

1. The increases for assistant chief of division and for estimate and digest clerk are recommended and approved by the Department because of the responsible and increased work under their charge in matters of receipts and expenditures, estimates and appropriations, judgments and claims, and like subjects, which entitle them to the increased compensation after long and faithful service.

2. Upon the present review of the work one clerk of class 2 of the increase estimated for is dropped. Four additional clerks, instead of five, are submitted as necessary for the dispatch of the public business.

THE WORK OF THE DIVISION.

The work by law assigned to this division has rapidly increased, not only by reason of the war with Spain, but also in consequence of the increase of appropriations and receipts and expenditures of the Government following the increased growth of the country and the enlarged business conditions.

Warrants for the payment of money from the Treasury are now issued by thousands in excess of the number issued in former years, 21,000 being drawn in 1899 more than in 1894, when the division was reorganized. So, also, have the appropriation accounts and personal accounts of disbursing officers largely increased. The work required in the compilation of the receipts and expenditures, Book of Estimates, digest of appropriations, judgments and claims, and other statistical data is 33 per cent more, while the unrecorded and unpublished labor given to the varied questions arising in the disposition of the work grows daily.

The present force is 34, which includes 15 clerks engaged on the personal accounts of the whole number of disbursing officers of the United States. This work was abolished in the other Treasury offices by the act of July 31, 1894, and assigned to this division. Prior to 1894, however, a force twice as large as the number now doing the work was employed. Furthermore, prior to 1894 the force averaged 24, when the work on disbursing officers' personal accounts was performed elsewhere. Adding 15 clerks, assigned to work on personal accounts now performed here, would give a force of 39 clerks—the number submitted in the estimates for 1901 as necessary—against 34 now provided for.

Respectfully,

W. F. MACLENNAN,
Chief of Division of Bookkeeping and Warrants.

DIVISION OF CUSTOMS.

STATEMENT OF S. N. BUYNITZKY, ASSISTANT CHIEF OF DIVISION OF CUSTOMS.

The CHAIRMAN. You desire to speak in reference to the increase of salary of the assistant chief of division to \$2,400. Give us your reasons for that.

Mr. BUYNITZKY. I do not know what reasons were given by the Assistant Secretary.

The CHAIRMAN. Are you the assistant chief of the division?

Mr. BUYNITZKY. I am the assistant chief. I am a little modest in speaking about this, because it is my own salary. Of course, I think the Assistant Secretary was right in making the recommendation.

The CHAIRMAN. How long have you been in this position?

Mr. BUYNITZKY. I have been in this division for twenty-three years, and I was in the office of the Secretary eight years before that. I have a college education and have devoted the best part of my life to my work in the Treasury Department, for which I was well prepared, having studied for the business for years, and I think I am pretty well qualified to act as chief whenever he is absent, and his duties are very

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important. I would feel far better if I were pleading for an increase of the salary of the chief of that division.

The CHAIRMAN. This is the only change that is recommended?

Mr. BUYNITZKY. Yes; it is personal to me. I think that the important responsibilities of the work and the quantity of the work in that division justifies an increase of the salary. The Secretary took this particular action in my case because I have been doing this important work for years without sufficient compensation, and he singled me out because I think he thought I was entitled to more compensation.

DIVISION OF APPOINTMENTS.

STATEMENT OF CHARLES LYMAN, CHIEF OF THE DIVISION OF APPOINTMENTS, TREASURY DEPARTMENT.

The CHAIRMAN. We will ask you in reference to the increase of two clerks of class 4: You strike out two \$900 clerks, and you say in your note that one of the clerks is in lieu of a \$900 clerk detailed to the division of the Revenue-Cutter Service and one to the division of mails and files. You have not two \$900 clerks in your division?

Mr. LYMAN. No, sir.

The CHAIRMAN. Your recommendation results in asking an increase of another clerk of class 4?

Mr. LYMAN. Yes, sir.

The CHAIRMAN. This is simply an increase of the force. Give your reasons for it.

Mr. LYMAN. The work of the division of appointments is extremely varied and important, and it is steadily increasing in volume. It became so much so that it has been found absolutely necessary to divide the work into branches, and appoint the principal clerks as chief of the several branches of the work. There have been made four principal branches of the work relating to the Department proper: First, that relating to the subtreasury, the mint, the Steamboat-Inspection Service, and the shipping commissioners service; second, that relating to the customs and the immigration service; third, that relating to the Light-House Board and the Revenue-Cutter Service, and fourth, that relating to the Marine-Hospital Service and the Life-Saving Service. These four branches I call "principal," because they are the larger and more important branches dealt with in the division. Subordinate to those I have organized other branches, one in charge of the Internal-Revenue Service and another in the custodian and janitor service. All custodians and janitors in the country are appointed from my division.

The CHAIRMAN. Are they still under the civil-service rules?

Mr. LYMAN. Yes, sir.

The CHAIRMAN. Is there a provision requiring that they are to be selected from residents of the States in which the vacancy occurs?

Mr. LYMAN. There is no such provision, but it is customary to select them from the immediate locality where the building is located.

The CHAIRMAN. That results in a great many instances in noncompetitive examinations?

Mr. LYMAN. Not always.

The CHAIRMAN. Why do you not confine it to the city or town in which the appointment is to be made?

Mr. LYMAN. The register is made up in the locality where the building is situated, and as a rule those who put in applications for examination live either in the town or in the immediate vicinity.

Another subordinate branch is that relating to the custody and care of official bonds. The personnel dealt with in the appointment division comprises about 27,000 people in Washington and throughout the country. All appointments and changes in the whole Treasury service are dealt with in the division of appointments. In addition to that, all the contingent expenses of the customs service are authorized in the division of appointments. All the expenditures in the customs service of whatever character are checked in the division of appointments. All pay rolls and all pay vouchers for salaries are checked in the division of appointments. All requisitions for money to be advanced to disbursing officers for payment of salaries are prepared and checked in the division of appointments. Of course these papers are multifarious, and I have found it is absolutely impossible for the Secretary of the Treasury or the assistant secretaries to attend personally to these papers, and the result is that all papers for payment of salaries in the whole Treasury Department are made upon my signature in approval of the pay rolls and vouchers.

The official bonds given by disbursing officers and other public officials who are

required to give bond are filed in the division of appointments. They are there examined and prepared for the approval of the Secretary of the Treasury. Under the law they must be renewed every four years and the solvency of the sureties must be determined every two years. The number of official bonds thus treated and filed in the division of appointments is something like 4,000, and it is a very important work, as you will observe upon further explanation.

The CHAIRMAN. Is any of this additional work, or has any of this work which you have enumerated, been recently given to your department?

Mr. LYMAN. A considerable amount of it came to the division on the reorganization of the Department under the Dockery law, but it has been increased since. There has been no assignment directly of additional work except the custody and care of the previously filed bonds of officers of the Interior Department, the Navy Department, and the War Department in the Auditor's Office, which have been transferred to the division and now treated there.

There has been a direct increase of business by this assignment, but the increase has largely come from the growth of the country, and the amount of the service involves a large amount of labor. I will say for the information of the committee that the number of manuscript letters written in the division of appointments every day, requiring the signature of the Secretary and the assistant secretaries, is from 150 to 400.

The CHAIRMAN. This is all the change recommended by you?

Mr. LYMAN. Yes, sir. The change is made for the purpose of effecting harmony of organization. I desire to have at the head of each of the four principal branches of work—all of which are extremely important—clerks of the same grade.

The CHAIRMAN. If these clerks are dropped here I suppose you want them taken up in other departments?

Mr. LYMAN. I want them to go where they are assigned and employed at the present time.

Mr. LIVINGSTON. Why can not you keep these men and not add new clerks?

Mr. LYMAN. The reason for that—I thought I had stated it a moment ago—is to secure in the division a proper organization of the force.

Mr. LIVINGSTON. That word "proper" is a very indefinite one.

Mr. LYMAN. I will explain. Here is a clerk in charge of the division relating to the Department proper. He is a clerk of class 4 in charge of customs and immigration and the expenditures of that branch. The clerk in charge of that has important work to do in the division because he has the customs appointments, immigration appointments, and multifarious things in connection with that, and the force is composed mostly of \$1,600 clerks. He has charge of the most important work in the division, and works without reference to hours.

I will say that he never leaves the Department before 5 o'clock, putting in an extra hour every day, and that is the rule with these clerks. Theirs is work that can not be attended to during the regular office hours, and it has to be done after the rest have gone. I will say that in order to get this consideration it is necessary for me to call these principal men together after office hours in relation to the work to get proper organization and concert of action. That is done out of office hours. What we are going to do is to conduct the public business in the best possible way and with the least possible expenditure of money.

Mr. LIVINGSTON. Of these four clerks you have increased two. What is the salary?

Mr. LYMAN. One thousand eight hundred dollars.

Mr. LIVINGSTON. You take two at \$1,800 each, and you drop two at \$900 each. Why don't you keep the same \$900 clerks who are familiar with the business?

Mr. LYMAN. They are not familiar with the business. They have not been in my division. The two I propose to drop are elsewhere. One is in the division of mails and files—

Mr. LIVINGSTON. Have you parties selected for these two places?

Mr. LYMAN. They are in the division already.

Mr. LIVINGSTON. I understand. You want to promote them?

Mr. LYMAN. I want to promote them.

Mr. LIVINGSTON. It means simply a chance to promote clerks on whom your heart is set?

Mr. LYMAN. I would not like to use that expression. It is simply a matter of fairness and justice to men who have been at work in the Department and have done their work well.

Mr. LIVINGSTON. It is a loss to the Government. You get \$900 clerks and increase other clerks.

Mr. LYMAN. That is the fact about it. It gives proper organization to the force and the promotion of two exceedingly worthy and faithful gentlemen, who have been a long time in the service and who merit it.

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Mr. LIVINGSTON. You bring in new clerks at the lower grade?

Mr. LYMAN. Yes.

Mr. LIVINGSTON. Use the word "acceptable" organization instead of "proper" organization.

Mr. LYMAN. It seems to me it is proper organization, and it certainly is acceptable organization.

The CHAIRMAN. You are willing to use both words as a compromise?

Mr. LYMAN. Yes. I have, in my experience in the division, met with a proposition which I am going to try to apply to the accounts, and that is getting a photograph of the service as it exists and keep a record of it. It will involve an increase of work in the division to do that, but we are going to do it with the present force provided by this estimate by working over hours.

REVENUE-CUTTER SERVICE.

STATEMENT OF CAPT. C. F. SHOEMAKER, CHIEF OF THE REVENUE-CUTTER SERVICE.

Mr. LIVINGSTON. There is an increase here on page 61.

Captain SHOEMAKER. There is one increase—clerk of class 1.

The CHAIRMAN. You ask for an increase of one clerk of class 1?

Captain SHOEMAKER. Yes, sir.

The CHAIRMAN. You pick up a clerk detailed to your office from the appointment division at \$900?

Captain SHOEMAKER. Yes, sir.

The CHAIRMAN. How long have you had that clerk?

Captain SHOEMAKER. She is simply detailed; it may be a detail of only one hundred and twenty days.

The CHAIRMAN. How long have you had this clerk?

Captain SHOEMAKER. She is a lady. We have had her about that long. It is necessary to assign her to our division regularly, so that they can not take her away.

The CHAIRMAN. If you have the detail assigned regularly, would not that be sufficient?

Captain SHOEMAKER. No, sir; we can hardly get along now. The work is increased from one-half to two-thirds. If we did not have stenographers and typewriters we could not get along at all.

The CHAIRMAN. Is that because of the rapid increase of the work?

Captain SHOEMAKER. It is mostly on account of the number of vessels we are building. We have two building now, and it makes more work. There is a constant demand for more work, and we can not get through with it. I have therefore asked that typewriter and stenographer to assist the engineer chief in his work, which is technical. As soon as he gets one drilled in his work, there comes along an order taking him away, and that leaves him helpless. There is nothing asked for which is not absolutely necessary for the proper conduct of the force of this division.

The CHAIRMAN. You think it is absolutely necessary to have this \$900 additional clerk of class 1?

Captain SHOEMAKER. Unquestionably; and I wish I could get a couple more. I would have asked for another if I thought there was any chance of getting it.

The CHAIRMAN. How is the work—up to date?

Captain SHOEMAKER. Yes; we always try to keep it up.

Mr. LIVINGSTON. That does not show that there is much deficiency in the work.

Captain SHOEMAKER. No; not when we have to work overtime.

The CHAIRMAN. How much overtime is put in by the clerks?

Captain SHOEMAKER. Quite a good deal. It is just as it happens. I work overtime every night.

DISBURSING CLERKS.

STATEMENT OF THOMAS J. HOBBS, DISBURSING CLERK OF THE TREASURY DEPARTMENT.

The CHAIRMAN. Your first recommendation includes one clerk of class 4.

Mr. HOBBS. From class 3.

The CHAIRMAN. You simply desire to promote a clerk from class 3 to class 4?

Mr. HOBBS. That is all. He is an able man and has been in the service a long while. During the last census he was in the disbursing office, at \$1,800 a year, and was afterwards transferred to the Treasury Department. It is really a restoration of salary which he had about eight or nine years ago. A man resigned and they used this

office for that purpose. I have been getting on without it since, except that this man was promoted to \$1,600.

The CHAIRMAN. You ask additional three clerks of class 1?

Mr. HOBBS. The effect of that is to add one of class 1 to supply a detail from another office. They object to being detailed, and this is simply to give me a man right in the office in lieu of these people who are detailed temporarily.

The CHAIRMAN. How long have you had this clerk detailed to your office?

Mr. HOBBS. Not permanently more than three or four months, but I have had temporary details for a longer time. I had to do it. It is absolutely physically impossible to perform the duties otherwise.

The CHAIRMAN. From what office was this detail?

Mr. HOBBS. From the Secretary's office, division of loans and currency. She is a counter.

The CHAIRMAN. The division of loans and currency does not drop a clerk?

Mr. HOBBS. She has been a counter, and probably they sent her to do my work. I was told she could not stay very long. I want a permanent clerk, and must have it. I can not do without it.

The CHAIRMAN. Are you up with your work now?

Mr. HOBBS. We have been up for months. My disbursements amount to half a million dollars per month, and these are the only two in my room employed on the bookkeeping accounts.

The CHAIRMAN. You ask for one assistant messenger.

Mr. HOBBS. That is not mine. These mentioned are the only two cases—one increase and one in the place of the clerk at \$1,200. I would say that if it would assist in the adjustment of affairs, perhaps I could reduce the \$1,200 clerk to \$1,000, giving \$200 to the \$1,600 clerk and making him \$1,800, but it would be better for the service to give me the \$1,200 clerk. It does not take a great amount of money.

STATEMENT OF GEORGE A. BARTLETT, DISBURSING CLERK.

Mr. BARTLETT. Mr. Chairman and gentlemen of the committee: I simply ask for the permanent rolls of my office two clerks. One has been there thirteen years and the other five years. I do not ask for any increase or anything else.

The CHAIRMAN. From what Departments have you had details?

Mr. BARTLETT. I have had one from the miscellaneous division and the other from the Supervising Architect's Office.

The CHAIRMAN. You are not advised as to whether they have dropped two clerks?

Mr. BARTLETT. They have not, but in the conversation which I had with the chief of the miscellaneous division I told him what my recommendation was, and he is perfectly willing that you shall drop them.

The CHAIRMAN. He has asked for two and he is satisfied to get on with the force he now has if we will give you two additional?

Mr. BARTLETT. He is willing his clerk shall be transferred to my roll.

The CHAIRMAN. Will he ask an additional clerk if this is done?

Mr. BARTLETT. I do not so understand it.

The CHAIRMAN. Is he willing to have one clerk dropped and this one added to your roll?

Mr. BARTLETT. That is as I understand it in talking with him.

The CHAIRMAN. What clerk is this?

Mr. BARTLETT. That is Mr. Jordan. This clerk has been thirteen years detailed to my office, and you can imagine it operates against a clerk to be so long detailed, and there is no good reason why he should not be on our regular roll.

The CHAIRMAN. Where is the other detail from?

Mr. BARTLETT. From the Supervising Architect's Office.

The CHAIRMAN. Have you discussed with him whether he is willing to lose one?

Mr. BARTLETT. I have not, because the employees in that office are appropriated for in bulk.

Mr. LIVINGSTON. I see in the note it is an increase of one clerk of class 2 to class 4. He is a bookkeeper. You say it is only a restoration to the salary formerly provided. Why was it cut down?

Mr. BARTLETT. It occurred during the time Mr. Sherman was Secretary. When he went out he wanted to provide for Mr. Babcock, who was his private secretary, and he gave him that \$1,800 place. It was so understood. When Mr. Babcock got through with that nobody knew anything about it, and it was gradually dropped.

Mr. LIVINGSTON. Your only purpose is to absorb that \$1,800 clerkship?

Mr. BARTLETT. We have two disbursing clerks. Mr. Hobbs has one at \$1,800, and I have one.

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Mr. LIVINGSTON. Why would not a sixteen-hundred-dollar man do just as well?
Mr. BARTLETT. That is for him to answer. It would be more satisfactory, because he is entitled to a fourth-class clerk. He is the chief clerk in Mr. Hobbs's office, and in that office he has to oversee all clerks.

DIVISION OF STATIONERY, PRINTING, AND BLANKS.

STATEMENT OF GEORGE E. SIMMONS, CHIEF OF STATIONERY,
PRINTING, AND BLANKS, TREASURY DEPARTMENT.

The CHAIRMAN. I see you propose to drop a fourth-class clerk and add an assistant chief of division at \$2,000.

Mr. SIMMONS. Yes, sir.

The CHAIRMAN. That would result in the promotion of one clerk and an increase of salary to the extent of \$200. That is about the effect of your recommendation?

Mr. SIMMONS. The object is to do justice to a man who has been acting in that capacity for years.

The CHAIRMAN. That is the only change?

Mr. SIMMONS. That is all in the personnel.

Mr. LIVINGSTON. Why can not you raise the salary without dropping this other man?

Mr. SIMMONS. We can get along if you will give that man \$200 additional. I will say that this has been asked for repeatedly by the Secretary of the Treasury for years past. My office is a busy one, and I must have an assistant. I think this man is entitled to this additional compensation. The other chiefs of divisions have assistant chiefs, and I think it is but fair that I should have one.

Mr. LIVINGSTON. What do you get?

Mr. SIMMONS. \$2,500.

Mr. LIVINGSTON. Why do you get \$2,500 when the other chiefs get only \$2,000?

Mr. SIMMONS. This is an assistant chief for which I am asking. The chiefs of all of the divisions get \$2,500 or over in the Secretary's office.

Mr. LIVINGSTON. Is not this man doing well at \$1,800 a year?

Mr. SIMMONS. Well, of course he can live, but I think it is only just that his services ought to be recognized in that way. He is doing the work for which others get \$2,000.

The CHAIRMAN. There is no change in the estimate for stationery?

Mr. SIMMONS. No, sir.

The CHAIRMAN. I see for postage required for the Postal Union you estimate \$1,500 and last year you had \$1,000.

Mr. SIMMONS. Yes; but that was not enough.

The CHAIRMAN. How much have you on hand now?

Mr. SIMMONS. Not quite \$200.

The CHAIRMAN. Did you have a deficiency last year?

Mr. SIMMONS. Yes. We had a deficiency of \$500.

Mr. LIVINGSTON. Did you turn anything back out of the \$26,000 appropriated for stationery last year?

Mr. SIMMONS. No, sir.

Mr. LIVINGSTON. Why not?

Mr. SIMMONS. We expended more than that. We expended about \$32,000. We used up the stock we had on hand.

Mr. LIVINGSTON. Do you mean to say you just came out even? You spent \$26,000 and the appropriation was \$26,000?

Mr. SIMMONS. No; our expenditure was \$32,329.28.

Mr. LIVINGSTON. Then you had a deficiency?

Mr. SIMMONS. We had stock on hand which we used up.

Mr. LIVINGSTON. What authority did you have to use that stock up?

Mr. SIMMONS. We must have stock to meet requisitions. At that time it was only for the Department proper. We supply all the offices outside with stationery and get reimbursed in that way. We have to keep a stock on hand in order to supply the outside service. The stationery contract is such that it is economy to do that.

The CHAIRMAN. You have got a broad margin on that stationery account?

Mr. SIMMONS. Yes, sir.

The CHAIRMAN. I understood you to say you have nothing on hand; you have expended the appropriation for this year?

Mr. SIMMONS. It is not expended yet. I was giving you the figures for last year, but at the present rate we will expend at least \$26,000.

The CHAIRMAN. How much have you on hand now?

Mr. SIMMONS. I have not got the figures for this year, but it will run at the rate of about \$26,000, or over, probably. We never have gotten in that bill yet. I will give you the figures for the previous year. We have kept within the appropriation. This year there has been an unusual demand, on account of the revenue branch of the war. The effect has been that they have drawn on us heavily—the Internal-Revenue Bureau, the Treasurer, the Register, and the Bureau of Engraving and Printing.

Mr. LIVINGSTON. What is the necessity of the \$500 increase in the next item?

Mr. SIMMONS. We have not got quite enough to see us through. We spent about \$1,500 last year and we would expend more than that if we did not use the Smithsonian Institution. They have a method at that institution by which they send matter to foreign countries which is more economical than the regular postage, and we save a good deal that way. This postage is used largely in the exchange of public documents. They are principally from the Bureau of Statistics, the Mint, etc.

Mr. LIVINGSTON. Suppose we gave you \$2,000; I suppose you would spend it all, and more?

Mr. SIMMONS. We never spend it unless we have to.

The CHAIRMAN. Page 89; purchase of material for binding important records. You had \$400 and you ask for \$400?

Mr. SIMMONS. It would be at the present rate. We are out of the principal materials used in binding books—such as leather, tar board, canvas, and things of that kind. There has been a great increase of that work last year. We have done more of that work than ever before.

Mr. LIVINGSTON. Why don't you make a larger estimate?

Mr. SIMMONS. Of course we want to keep the item down as low as possible, but we can not foresee those things always.

Mr. LIVINGSTON. Do you think that is the true policy when your work is increasing?

Mr. SIMMONS. That was given us last year and we thought we would get through.

Mr. LIVINGSTON. You will spend it if you get it, and if you don't, you won't?

Mr. SIMMONS. No.

Mr. LIVINGSTON. Why don't you put in estimates according to the amount of work done?

Mr. SIMMONS. The work is not regular. It varies a great deal. There has been a good deal of that work in old records of the Treasury Department. They are important, and falling to pieces. We had to bind them and fix them up. Some are for the Auditor of the Navy and other branches of the service.

The CHAIRMAN. Is that the last item you have?

Mr. SIMMONS. There is an item for paper for checks and drafts, page 107.

The CHAIRMAN. You had last year \$12,500. What have you on hand now?

Mr. SIMMONS. We have spent it all for paper. We have to keep paper on hand. It is made in the summer months and we have to order a supply. I think we have enough of that to see us through this year.

The CHAIRMAN. Then you think the appropriation of \$12,500 will be sufficient?

Mr. SIMMONS. Yes. A mistake was made in the estimates. We can get on with \$12,500.

The CHAIRMAN. Can you get on with less?

Mr. SIMMONS. I do not think so. If we do not need it, we will not spend it but will turn it back into the Treasury.

Mr. LIVINGSTON. How did that mistake occur in the estimates?

Mr. SIMMONS. We thought we would need more checks in the Pension Department and the War and Navy Departments, but they have not drawn on us as heavily as we expected.

DIVISION OF SPECIAL AGENTS.

STATEMENT OF WALTER S. CHANCE, CHIEF OF THE DIVISION OF SPECIAL AGENTS, TREASURY DEPARTMENT.

The CHAIRMAN. I see you drop one clerk of \$900 and add one clerk of class 1. You desire to do that in order to promote the \$900 clerk to a clerkship of class 1?

Mr. CHANCE. That is the case. The clerk is a very valuable man, and a man of mature years who ought to receive a greater compensation for the services he has been rendering.

The CHAIRMAN. That is the only change?

Mr. CHANCE. It is.

The CHAIRMAN. Is it possible for you to drop any of your force?

Mr. CHANCE. It certainly is not. I should be very much embarrassed if you did.

Mr. LIVINGSTON. Why do you promote this particular man?

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Mr. CHANCE. Because \$900 is not enough, and he is valuable on account of his age, his attainments, and his character.

Mr. LIVINGSTON. Does character add to the value of a man as a clerk?

Mr. CHANCE. Character may add to the value of a man's utility.

Mr. LIVINGSTON. I thought it was competency that you regarded?

Mr. CHANCE. I think character is involved in that.

Mr. LIVINGSTON. Do you promote him on account of his character or his competency?

Mr. CHANCE. His competency.

Mr. LIVINGSTON. Does politics have anything to do with it?

Mr. CHANCE. I was going to say I did not know his politics, but I think he is a Republican. That is no matter, however.

Mr. LIVINGSTON. You are not promoting any other class?

Mr. CHANCE. That is the only promotion.

Mr. LIVINGSTON. Do Democrats ever get any promotions?

Mr. CHANCE. I do not believe I know the politics of anybody else in my division, but they are mostly ladies. Of the three young men I don't believe I know what their politics are.

Mr. TAYLOR. Do you ask this change simply to promote a particular individual, or is it because you think this is proper pay for the work done, independent of the individual?

Mr. CHANCE. The particular individual I consider very deserving, and I also think the compensation is inadequate for the services rendered.

Mr. LIVINGSTON. There are plenty of men doing the same work for the same money?

Mr. CHANCE. Not in my division.

Mr. LIVINGSTON. There are in other divisions?

Mr. CHANCE. I am not able to speak personally on that subject.

DIVISION OF MAILS AND FILES.

STATEMENT OF SAMUEL M. GAINES, CHIEF OF THE DIVISION OF
MAILS AND FILES.

The CHAIRMAN. We heard the assistant secretary in reference to this division.

Mr. PUGH. Mr. Gaines wants to make a statement in regard to one increase.

Mr. GAINES. I simply wish to say that the mail division is in the same fix as the division of stationery, printing, and blanks. It needs an assistant chief. The other divisions have assistant chiefs.

The CHAIRMAN. You have a clerk assigned to that duty?

Mr. GAINES. Yes; I have three clerks at \$1,600. The other assistant chiefs get from \$2,000 to \$2,400. The work performed by the acting assistant chief of the mail division is of an important character, and I think is certainly as onerous as any in the assistant secretary's office.

Mr. LIVINGSTON. Don't you think it would be a good plan to reduce all the others to \$1,800 so as to be uniform?

Mr. GAINES. No, sir; I do not think it would be fair. If you had the intimate acquaintance with the office which I have I do not think you would mention that suggestion. The assistant chief of the mail division handles a very large number of authorizations per day in the office, and he does an hour's extra work every day. He is always at the office an hour before he is required to be there and he stays an hour afterwards.

The CHAIRMAN. That is Mr. Hayden?

Mr. GAINES. Yes, sir. He is an exceedingly conscientious man and attends to his work faithfully. It is a matter of high justice to a faithful official.

The CHAIRMAN. The chief of the division gets \$2,500?

Mr. LIVINGSTON. Would you be willing to cut down the pay of the chief to \$2,250 in order to increase this man's salary?

Mr. GAINES. The salaries are fixed by law.

Mr. LIVINGSTON. And you would not like to cut down your salary to \$2,250 in order to help this man?

Mr. GAINES. I would be glad to help this man.

Mr. LIVINGSTON. You are not willing to have your salary cut?

Mr. GAINES. I would not, and I don't see any reason why it should be cut. I do not think the other chiefs would. I am asking for an assistant chief because of the work.

Mr. LIVINGSTON. Why do you designate this man as assistant chief?

Mr. GAINES. Because he is competent and faithful.

Mr. LIVINGSTON. You want to give him a promotion? You ought to call him a clerk?

Mr. GAINES. He is called assistant chief.

Mr. LIVINGSTON. You would not call a man "colonel" who was never in line of battle?

Mr. GAINES. That is true, but that does not apply to this case.

Mr. LIVINGSTON. Are you not competent to do this work?

Mr. GAINES. I try to be.

Mr. LIVINGSTON. Then why do you want an assistant?

Mr. GAINES. Because one man can not do it all.

Mr. LIVINGSTON. One man can not act as chief?

Mr. GAINES. But he needs an assistant.

Mr. LIVINGSTON. Why?

Mr. GAINES. Because the work is divided between the chief and the assistant.

Mr. LIVINGSTON. Who divides it?

Mr. GAINES. It has been divided by the regulations of the Department.

Mr. LIVINGSTON. Not by law?

Mr. GAINES. By the Treasury regulations.

Mr. LIVINGSTON. Why not follow the law and have only one chief?

Mr. GAINES. We have only one chief; we are asking for an assistant chief.

Mr. LIVINGSTON. Is he an assistant chief by law?

Mr. GAINES. Yes.

Mr. LIVINGSTON. You want to get up in dress with the other fellows?

Mr. GAINES. I do not think that is exactly right. Don't you think a man is worthy of his hire?

Mr. LIVINGSTON. You would not be satisfied to dress down?

Mr. GAINES. I do not think that would be right.

OFFICE OF THE SUPERVISING ARCHITECT.

STATEMENT OF JAMES K. TAYLOR, SUPERVISING ARCHITECT OF THE TREASURY.

The CHAIRMAN. I see in your first item you recommend no change.

Mr. TAYLOR. We have asked for a deficiency appropriation and have gotten \$40,000 added to our appropriation for the current year.

The CHAIRMAN. I desire to call your attention to a statement that was made upon the floor of the House by Mr. Corliss, and would like to have you explain to us, as well as you can, the condition of your office, and whether or not the work has been delayed, etc.

Mr. TAYLOR. There are two counts in that claim. One was for a new building at Detroit, and the other for an old building—the remodeling of an old building. The new building was fourteen years in being built, but seven years of that time was occupied by the people of Detroit in deciding whether they would have the building in one place or the other. The remaining seven years was spent in the erection of the building.

That happened about the time I came into the Department. There was something at fault in the office in reference to the old building and the preparation of the drawings. It was a slow process. When I came in I got the office reorganized so as to do the work better. It hung along for some time, but it does not do that at the present time. Still, I think, all things being considered, the work was not as badly handled as Mr. Corliss's objections would seem to lead one to believe. It is a slow process to take an old building under Government methods and get it straightened out to satisfy all the officials who are going into it. We have to deal with half a dozen different men, each one of whom wants to get a portion for himself, and to adjust all things takes a little time.

The CHAIRMAN. You recommend that your limit for expenditure be increased to \$250,000 from \$210,000, the amount of last year. Please explain the necessity for the increase of the limit.

Mr. TAYLOR. The necessity is the authorization of sixty buildings last year. We have raised the force of the office in order to carry on the business rapidly and have gone above the limit of \$210,000 this year. We have asked for \$40,000 increase in the urgent deficiency bill, which has gone through, and we want to cover that for the next year, during which time we will shove that work through. If we find that we can finish it without the expenditure of \$250,000 it will not be drawn. This amount is apportioned pro rata to the different constructions that we will have, so that if we do not expend it it is not drawn from the Treasury, but is left there and does not act as an expense. We asked for it in 1896, but did not get it until 1897, when we got through with the rush. In 1898 we were cut down to \$210,000 because we had not expended it. In the past two years we have not expended it. We asked for \$210,000,

not knowing that we were going to have more buildings, and we now ask an increase to \$250,000.

Mr. LIVINGSTON. What did you get in the deficiency?

Mr. TAYLOR. Forty thousand dollars.

Mr. LIVINGSTON. That brings you up to the estimate for next year?

Mr. TAYLOR. It brings us up to the estimate for next year.

OFFICE OF AUDITOR FOR THE TREASURY.

STATEMENT OF W. E. ANDREWS, AUDITOR FOR THE TREASURY DEPARTMENT.

The CHAIRMAN. I believe the only change you make is a recommendation for four clerks?

Mr. LIVINGSTON. He asks for four clerks of class 1.

The CHAIRMAN. Please explain to the committee the necessity for the four additional clerks.

Mr. ANDREWS. The four additional clerks are asked for for the purpose of meeting the increased work of the internal revenue, owing to the provisions of the war-revenue act of 1898. Under that act the instructions were made by the Commissioner of Internal Revenue requiring the collection of taxes on lists, using stamps in many instances that were afterwards found, on a more thorough investigation of the law, to have been improperly collected. Thereupon arose a large number of applications for refund under section 3220 of the Revised Statutes and the redemption of stamps under section 2436 of the Revised Statutes. This increased the business and made the accounts of 1899 more than those of 1898. The total number of internal-revenue accounts during 1898 was 2,564, and for the fiscal year 1899 they were 8,510, and for the first half of the fiscal year 1900 we have received 7,547. The increase is enlarging as we go forward. Our clerical force for that work was based on the conditions prior to the passage of the revenue act, when we had, under normal conditions, about 2,600 accounts. We have enlarged the business of refunding and redemption and drawbacks on American exported goods.

I have asked that these be made temporary for the reason that at the present time we can not tell whether redemptions and refunds will continue in that large proportion or whether we will get through the work under the modified construction of the statute of 1898.

I think it is desirable to make those four clerks temporary until we can get the scope of the work. I would add that otherwise I will have to draw from other sections of the office which are barely able to supply sufficient clerks to meet the current accounts.

In order to make settlement of the internal-revenue accounts and to meet the complaints of a number of taxpayers who are anxious to get their money back which has been illegally paid, there is a necessity for this additional increase of four clerks.

If there is any further information which the committee desires in regard to the three clerks which have been employed on the public debt, I would be glad to answer.

The CHAIRMAN. We would be glad if you would state the necessity for retaining those three clerks.

Mr. ANDREWS. Under the laws relating to the public debt we had a permanent force of about six clerks for carrying on that work and keeping up to date. Under the laws relating to the war we had a larger number of accounts because a great many more people took those bonds, and consequently we had checks of all kinds from 1½ cents up to larger amounts, and it was found in the selection of that work that to keep the accounts correctly and meet all questions which might arise we needed that force. The conditions still exist, and to make the work prompt and keep it up to date we need those three clerks granted last year. I am inclined to the opinion that if the conditions continue as they are that those three clerks will be required for some considerable length of time.

The CHAIRMAN. You suggest that they be continued temporarily for another year?

Mr. ANDREWS. Yes; if I could keep the same people who are there now and who are familiar with the work and make them permanent, I would like to do so, but if I have to select new people who are not familiar with the work I would prefer to have the temporary force.

The CHAIRMAN. In other words, you would not change the experienced clerks you now have for those you would get under the civil-service rules?

Mr. ANDREWS. No, sir; because we have spent four years educating those clerks. I would rather leave it just as it is now and let those continue because we would save that amount of time.

The CHAIRMAN. What difference, if any, do you find in educating these temporary clerks and in educating the clerks that you would get through the Civil Service Commission?

Mr. ANDREWS. I went to the Secretary and stated the necessity of the selection of good men already acquainted with the general principle of accounts and who had had experience outside as practical accountants, experience with business affairs, so that they could readily go into the Auditor's office and do the work. The Secretary granted that request. They sent me one man whom they said had experience, but I found he would not do and I could not keep him. They then sent me a man who had been in the banking business and I found that after a few days he was ready to do the work.

The CHAIRMAN. They are all equal to the clerks which you get through the Civil Service Commission?

Mr. ANDREWS. I have not secured one clerk through the commission——

Mr. TAYLOR. You have not tried any?

Mr. ANDREWS. No, sir; I do not say that to the prejudice of the clerks gotten through the Civil Service Commission. I do not mean to say that you can not get good men through that commission, but my entries aggregate \$3,047,000,000, and I have said to the Secretary first and last that I wanted men acquainted with the business and upon whose check I could safely rely. He granted me the request, and in that way has sent me clerks trained in other branches of the service. That was done because I took that position, and I got no clerks through the Civil Service Commission.

Mr. LIVINGSTON. Is that work up to date?

Mr. ANDREWS. I have prepared a tabulated statement. The statement is as follows:

MEMORANDA.

The Auditor of the Treasury Department submits the following estimates for clerical force for the fiscal year ending June 30, 1901:

First. That the regular force (100 clerks and employees) provided for by the legislative act of February 24, 1899 (30 Stat., p. 859, paragraphs 2 and 3, and prior legislative acts), be continued.

Second. That the temporary force consisting of three clerks of class 1, provided for by said act (30 Stat., p. 859, second paragraph, last clause), be continued to meet the increase of business created by the accounts arising under the war loan of 1898.

Third. That four additional clerks of class 1 be granted to examine and settle internal-revenue accounts arising under the war-revenue act of 1898.

REASONS FOR INCREASE OF FORCE.

The necessity for the temporary force granted by the act cited above was fully explained by memoranda submitted to the House Committee on Appropriations when said act was under consideration. Said temporary force is still needed in addition to the regular force to provide for the prompt settlement of public-debt accounts.

The internal-revenue accounts received for the fiscal years 1898 and 1899 were 2,564 and 8,510, respectively. The accounts received for the first half of the present fiscal year 1900 numbered 7,547.

When the estimates were submitted by the Auditor for the fiscal year 1899, it was impossible to determine the large increase of business which has appeared in connection with these accounts under the war-revenue act of 1898.

Many of these accounts are created by applications for the refunding (sec. 3220, R. S.) of taxes illegally collected; redemption of stamps under section 3426, Revised Statutes and allowances and drawbacks under section 3689, Revised Statutes. Justice to the taxpayers requires the prompt settlement of such accounts.

CONDITION OF BUSINESS DECEMBER 1, 1899.

Total number of accounts on hand, 2,808, which were received as follows:

Fourth quarter, fiscal year 1898.....	2
First quarter, fiscal year 1899.....	3
Second quarter, fiscal year 1899.....	3
Third quarter, fiscal year 1899.....	3
Fourth quarter, fiscal year 1899.....	44
First quarter, fiscal year 1900.....	654
Second quarter, fiscal year 1900.....	2,099

The settlement of the eleven accounts received prior to the fourth quarter of the fiscal year 1899 has been delayed for want of material evidence. Most of the accounts, 698, received in the fourth quarter of the fiscal year 1898 have been examined and settled.

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Mr. ANDREWS. The 648 accounts received in 1900 have nearly all been settled. Since the estimate of the condition of the business for that month was prepared we have received about 3,000 additional accounts. I think with that exception they are all less than sixty days of age in the office. Really we are trying to get the work up within thirty days on the monthly accounts and within ninety days on the quarterly accounts.

Mr. LIVINGSTON. Practically you are up.

Mr. ANDREWS. Practically we are.

Mr. LIVINGSTON. You estimate that you need four additional clerks upon that statement?

Mr. ANDREWS. This is on account of the increased work in the Internal-Revenue Bureau. This is practically in the miscellaneous matter of liquidation of customs entries. It is perhaps nearly three months behind, and it had to be. A good deal of the fiscal year is about five months behind. As a rule, that is not the case, and they do not exceed 1,500 to 1,800 at the end of the month. We have now about 3,000, approximately. I have made that statement on the 1st of December.

OFFICE OF COMPTROLLER.

STATEMENT OF ROBERT J. TRACEWELL, COMPTROLLER OF THE
TREASURY DEPARTMENT.

Mr. TRACEWELL. I recommend no increase of force except one law clerk or private secretary, at \$2,000.

The CHAIRMAN. Will you be kind enough to tell the committee the necessity for that increase?

Mr. TRACEWELL. The committee will understand my office revises the action of the different Auditors' offices, six in number. I might state to the committee that with three of the Auditors, excepting the Auditor for the Treasury, the Auditor for the War Department, and the Auditor for the Navy Department, the business is only increasing about according to the increase of population and growth of business, but on account of the number of men in the field and on account of the laxity in which certain laws were passed in the emergency incident to the war with Spain it has resulted in a very great number of claims coming in which have heretofore been paid by the paymasters. They have been filed with the Auditor, and it has greatly increased the business of the office since the estimate was made in the summer.

The CHAIRMAN. Is there any controversy growing out of the enforcement of the war-revenue act?

Mr. TRACEWELL. It is an increase of the business.

The CHAIRMAN. Business growing out of the war?

Mr. TRACEWELL. Yes. I do not believe I will have the work up to the end of the fiscal year with what I ask for—one clerk. I do not believe I can get it up even if you give me this force.

The CHAIRMAN. Then you think it is absolutely necessary to have this law clerk in keeping the business of the Comptroller's office up to date?

Mr. TRACEWELL. Yes; and I will say that even with that additional law clerk my office at the end of the fiscal year will be behind, and I have got a good force.

The CHAIRMAN. Do they put in overtime?

Mr. TRACEWELL. Quite a number of my clerks do. They stay to 5 and half past 5. A great many of the clerks in my office have been in the service twenty-five years. My force is well paid. They get \$1,800 to \$2,000. They gain advancement by merit.

The CHAIRMAN. Have they been there many years?

Mr. TRACEWELL. The chief law clerk has been there thirty-five years.

The CHAIRMAN. I notice you drop three clerks of class 3 and increase three clerks of class 3 to class 4, the object being, no doubt, to increase three clerks of class 3 to three clerks of class 4.

Mr. TRACEWELL. Yes; I will explain to the committee in regard to that, so that you can appreciate it. Those people have been in office fifteen to twenty years. In every payment by the Government the warrant goes to the warrant room, and the warrant room issues it ready to be signed by the Secretary or the Assistant Secretary. Then it comes down to my room. The three clerks working on warrants see that the statement of appropriation is properly verified, and then it goes to the Comptroller.

The CHAIRMAN. They have performed this work for a number of years at the salary they are now receiving. There have been no resignations?

Mr. TRACEWELL. No, sir; and I presume they would remain in the office at the present pay.

The CHAIRMAN. What is the increase that you ask?

Mr. TRACEWELL. Two hundred dollars. I think the law clerk is deserving of this increase in salary, but there is no danger of any resignations if they do not get it.

They are splendid men. To be sure, the Comptroller must take the initiative in this matter of statement of appropriations and must know that they are correct. I have been in the office for several years, and I have never known these men to make any mistakes.

MONDAY, January 29, 1900.

OFFICE OF AUDITOR FOR NAVY DEPARTMENT

STATEMENT OF MR. W. W. BROWN, AUDITOR FOR THE NAVY DEPARTMENT.

MR. HEMENWAY. I notice in your recommendations you ask an increase of four clerks of class 4, two clerks of class 3, ten clerks of class 2, seven clerks of class 1, and a decrease from six to four clerks of \$1,000. You leave off one clerk at \$900, and then you drop one at \$800, and taking your recommendations altogether, including your present temporary force, it results in an increase of two clerks, does it not?

MR. BROWN. No, sir; it does not result in the increase of any clerks, but there is an increased laborer asked for, but the decrease just offsets the increase in number.

MR. HEMENWAY. You do get in one additional laborer?

MR. BROWN. Yes.

MR. HEMENWAY. What you want to do, then, is to increase the salary of your force to the extent of, how much?

MR. BROWN. Less than \$8,000; it covers the whole difference.

MR. HEMENWAY. About \$7,960?

MR. BROWN. Somewhere along there.

MR. HEMENWAY. All these changes of force here—the change in the class of clerks—simply results in increasing the salaries and adding one laborer?

MR. BROWN. That is all it is. Do you wish me to explain why I ask that?

MR. HEMENWAY. Have you anything to say in addition to your note?

MR. BROWN. I do not know, but the note explains this just as well as I can explain it. The committee can have no conception what annoyance it is to a bureau officer to have clerks at a lower grade than clerks in other bureaus doing the same class of work. There is no higher class of work I do not believe—and I have had experience in two offices now—than that in the auditing of accounts in the Navy Department. I can just illustrate in a moment. The clerks in the office of the Auditor for the Navy Department have to have knowledge of all salaries and the travel pay of the Army and Navy both, because Congress is all the time saying that this and that officer shall have the same pay as an army officer, and some are put in that class and some are left under special regulations for the Navy Department.

The clerks in the office of the Auditor for the Navy Department have to understand more in relation to travel pay and the rank and pay of officers, in order to intelligently account, than they do in the other offices, but I do not undertake to claim that there is any great difference. I am basing it upon the fact, and I am saying there is a discrimination against the Navy Office that ought not to exist. I have a table here showing the percentage of the difference between the War and Navy offices, and I have not asked you to average up to the grade of salaries with the auditing offices generally—the Army and Navy were both low—but I ask to have the Navy graduated up equal to salaries of clerks to those in the War Auditing Office. You will see, for instance, in the War Office they have 16 clerks at the highest grade—\$1,800. We have one. When you come to the \$1,600 clerks the War Office has 42 and the Navy Office 10, and so out, until you get down to the lowest grade. They are much lower in the Navy Auditing Office than in the War Auditing Office. I simply ask they be leveled to comport in percentage with the salaries in the other offices.

MR. HEMENWAY. I note also here in the note you say that “the temporary force is composed almost entirely of capable clerks, who are now well instructed and rendering valuable service. The services of such of these as may be recommended for efficiency should be retained, and legislation should expressly authorize their transfer to the permanent force to avoid obstacles that might otherwise arise under the civil-service law.”

Now, in your estimate here you take up your whole temporary force and suggest they be made permanent.

MR. BROWN. Yes.

MR. HEMENWAY. If that is done you would want to have legislation to warrant you or allow you to select from these temporary employees?

MR. BROWN. Of course if they are still retained on the temporary roll the appropriation would have to be made separate, as it has been heretofore, and if they were merged into the classified list they would stand as I have recommended.

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Mr. HEMENWAY. Do you think these temporary clerks are better clerks than you could get through the civil service?

Mr. BROWN. I do not undertake to say as to that, but I say in the beginning when they came there—

Mr. HEMENWAY. I mean at this time.

Mr. BROWN. I think perhaps you can get as good clerks; I do not undertake to judge as to that, but you could not get clerks as efficient as those clerks are there whether in civil service or outside. They would be as those clerks when they came there, and their experience now is worth everything in the office. That is the reason I ask for their retention; not because I care to invade one way or the other.

Mr. HEMENWAY. Then you could not, in your judgment, secure clerks as efficient as these temporary clerks anyway?

Mr. BROWN. They might start, and with the experience they had they might be just as efficient, but this lot of clerks are wonderful. They are in both of the offices I have been, and I do not believe any civil service could give any better clerks than came to this office on these temporary rolls. I know they are good clerks in both offices, and in the office that I am now in I know they are specially efficient, and I should hate to part with them, and, of course, if that recommendation was to be incorporated in the law, I think it might be well that those clerks should only be retained who have recommendations from the bureau officers, because, of course, there might be just a few, looking through the whole Department, who are inefficient after their experience. Their experience has not developed the clerkship they ought to possess. I want to say, gentlemen, in relation to the different pay of these salaries, it is a matter of great importance, and I would like to level these up to the general percentage, and I do not think I have overstated the matter at all as to the main reasons.

Mr. TAYLOR. Do you think it is any better to level them up than to level them down?

Mr. BROWN. Yes, sir; I do. I do not believe the clerks receive any too much salary if the salary is put up to the average that they get in the other offices.

Mr. TAYLOR. You mean the other departments?

Mr. BROWN. The other bureaus in that department. I do not know so much about the other departments.

Mr. HEMENWAY. What is the necessity of the extra laborer?

Mr. BROWN. I think that it is beyond all question. The fact is, there is only one laborer in the whole bureau. I have had to borrow.

Mr. HEMENWAY. Do you want a real laborer?

Mr. BROWN. I want a fellow who has got some brains, as we have to use him as a messenger. That is what he has to do; it is messenger work really.

Mr. LIVINGSTON. Why do you not ask for a messenger?

Mr. BROWN. I did not think I could get him unless I went to the civil service.

Statement showing the number of clerks, from \$840 to \$1,800 per annum, in the office of the Auditor for the Navy Department from 1876 to 1900, and the amount of Navy appropriations for the same years.

Fiscal year.	Number of clerks.	Aggregate salaries.	Naval appropriations.
1876.....	47	\$64,800	\$17,268,100
1880.....	41	55,500	14,079,725
1885.....	41	55,500	9,242,496
1890.....	41	55,840	22,456,113
1893.....	145	59,500	23,013,752
1895.....	240	52,700	26,104,752
1896.....	40	52,700	29,984,063
1897.....	40	52,700	31,483,612
1898.....	40	52,700	34,687,409
1899.....	{ 340	52,700	118,016,750
	{ 419	21,800	
	{ 340	52,700	
1900.....	{ 419	21,800	50,458,200

¹ An increase of four low-grade clerks was allowed to meet the calls of the Pension Office for evidence in claims filed under the act of 1890.

² November 1, 1894, the act of July 31, 1894, abolishing the Second Comptroller's office and reorganizing the Auditors' offices took effect. This threw upon the Auditor's office the extra work of the revision of settlements, and also transferred the Navy Department civil accounts from the Auditor for the Treasury Department to the Auditor for the Navy Department, while reducing the force of the latter five clerks.

³ Regular.

⁴ Temporary.

While the office had 47 clerks in 1876 to audit \$17,268,000 of expenditures, it had but 40 clerks in 1898, prior to the war with Spain, to audit \$34,600,000, or more than twice as much. At this time, owing to the continual increase of the naval establishment, the clerical force of this office had been pushed to the limit of its power to dispose of public business on time.

The appropriations for the next two years aggregated \$168,000,000, and it is not probable that they will again fall below \$50,000,000 in any year. To keep up with the current work and to dispose of the arrears due to the war will clearly require a permanent force equal to our present permanent and temporary forces combined.

There have been many persons on the temporary roll, but the undesirable ones have been eliminated, and the force as it now stands is composed in the main of very capable clerks who have had training and experience in their work. They are a positive strength to the office, and should be retained if the permanent addition to the force is granted.

When the office had 47 clerks the enlisted men of the Navy were limited to 7,500. The limit is now 20,000.

The Marine Corps was 2,000 enlisted men; now it is 6,000.

The number of mechanics in navy-yards has more than doubled.

Naval and coaling stations have been established at several foreign ports, and the capacity of those at home has been greatly increased.

The number of ships in commission has more than doubled, and they are generally of larger dimensions and carry larger crews.

There has been a large increase in the number of pay officers in the Navy, and the duties of each have been increased. It is now common for a pay officer to have several vessels assigned to him where formerly he had but one. The accounts are therefore much larger and more complicated than formerly.

The increase of work may be illustrated by a few instances. Formerly one clerk settled the accounts of the Marine Corps, the fiscal agent at London, the naval attachés at foreign legations, consular and coal agents, and claims of land-grant and bond-aided railroads. This work now takes all of the time of three clerks and much of the time of another.

Formerly one clerk kept the appropriation accounts and did considerable miscellaneous work. Two clerks are now required to keep the appropriation accounts.

Formerly about one-half the time of one clerk was required to keep the allotment accounts. Now two capable clerks are employed all of the time on this work, and another is employed half of the time to assist them.

The prize-money claims have not been disposed of because the courts have not rendered final decrees. It is estimated that there will be between 16,000 and 20,000 of these claims to be settled. It has been found that the average number of extra-pay claims a clerk can settle in a year is about 800. The prize-money claims will require about the same work as the extra-pay claims. It will therefore require about six clerks on prize claims for three years, during which it is contemplated that the courts will have disposed of all pending cases.

The growth of business is illustrated by the work done during the past four years and six months, as follows:

Fiscal year.	Disbursing accounts settled.	Other accounts and claims settled.	Amount allowed.
1896.....	541	3, 167	\$27, 390, 297
1897.....	403	3, 767	30, 997, 483
1898.....	481	3, 549	32, 478, 758
1899.....	831	7, 301	50, 907, 411
1900 (first six months).....	325	6, 717	27, 098, 381

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FISCAL YEAR 1900.

Number of clerks in each grade, from \$840 to \$1,800 per annum, in the respective Auditors' offices.

Grade.	Treasury.	Interior.	State.	War.		Navy.	
				Regular.	Tempo- rary.	Regular.	Tempo- rary.
\$1,800	17	8	12	16	8	1	2
\$1,600	13	19	13	42	17	10	3
\$1,400	10	35	11	64	10	6	4
\$1,200	20	22	7	54	30	11	6
\$1,000	3	11	5	10	10	6	4
\$900	3	7	4	5	10	5	1
\$840				3			
Total	66	102	52	194	85	40	19

Percentage of clerks in each grade, from \$840 to \$1,800 per annum, in the respective Auditors' offices.

Grade.	Treasury.	Interior.	State.	War.		Navy.	
				Regular.	Tempo- rary.	Regular.	Tempo- rary.
\$1,800	25.8	7.8	23.1	8.2	9.4	2.5	10.5
\$1,600	19.7	18.6	25	21.7	19.9	25	15.8
\$1,400	15.2	34.3	21.1	33	11.8	15	21.1
\$1,200	30.3	21.6	13.5	27.8	35.3	27.5	31.6
\$1,000	4.5	10.8	9.6	5.2	11.8	15	21
\$900	4.5	6.9	7.7	2.6	11.8	12.5	2.5
\$840				1.5			

Statement showing the number and percentage of clerks in the offices of the Auditors for the Treasury, Interior, State, and War Departments combined, the number and percentage of clerks in each grade in the office of the Auditor for the Navy Department, and the number of clerks required in each grade to equalize the latter office with the former.

Grade.	Auditors for Treas- ury, Interior, State, and War Depart- ments combined.		Auditor for the Navy Department.		Auditor for the Navy De- partment if equal- ized.
	Number.	Per cent.	Number.	Per cent.	Number.
\$1,800	61	12.2	1	1.7	7
\$1,600	104	20.8	12	20.3	12
\$1,400	130	26.1	9	15.3	15
\$1,200	133	26.7	15	25.4	17
\$1,000	39	7.8	12	20.3	5
\$900	28	5.8	9	15.3	3
\$840	8	.6	1	1.7	
Total	499	100	59	100	59

NOTE.—Equalization on above basis, though most advantageous to the office of the Auditor for the Navy Department, is not asked for. Equalization is desired with the office of the Auditor for the War Department, as shown in the next table.

LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS. 59

Statement showing the number of clerks in each grade in the offices of the Auditors for the War and Navy Departments, respectively, and the number required in each grade to equalize the latter with the former (temporary and regular forces combined).

Grade.	Auditor for the War Department.	Auditor for the Navy Department.	Auditor for the Navy Department, if equalized.
	Number.	Number.	Number.
\$1,800	24	1	5
\$1,600	59	12	12
\$1,400	74	9	16
\$1,200	84	15	18
\$1,000	20	12	4
\$900	15	9	4
\$840	3	1	.....
Total	279	59	59

Increase:

4 at \$1,800	\$7,200
7 at \$1,400	9,800
3 at \$1,200	3,600
Total	20,600

Decrease:

8 at \$1,000	8,000
5 at \$900	4,500
1 at \$840	840

Total..... 13,340

Net increase 7,260

Statement showing number of clerks, amount appropriated for their salaries, and the average salary, in the offices of the respective Auditors for the fiscal year 1900.

Auditor for—	Number of clerks.	Amount appropriated.	Average salary.
State Department.....	52	\$74,800	\$1,439
Treasury Department.....	66	95,100	1,441
Interior Department.....	102	137,500	1,348
War Department:			
Temporary	85	110,600	1,301
Regular	194	267,420	1,378
Total	279	378,020	1,356
Navy Department:			
Temporary	19	21,800	1,147
Regular	40	50,740	1,268
Total	59	72,540	1,229

The regular force of the Auditor for the Navy Department receives an average salary \$173 less than the best paid, and \$80 less than the poorest paid, in any of the other offices above mentioned.

The temporary force of the Auditor for the Navy Department receives an average salary \$154 less than the temporary force of the Auditor for the War Department.

The entire force of the Auditor for the Navy Department receives an average salary \$212 less than the best paid, and \$119 less than the poorest paid, in any of the above-mentioned offices.

The entire force of the Auditor for the Navy Department receives an average salary \$126 less than the entire force of the Auditor for the War Department, with which equalization is desired.

The accounts audited by the Auditor for the Navy Department require the highest order of ability. In the Army the disbursing officers of the Pay, Commissary, Quar-

termasters and Ordnance departments are separate and distinct, and the clerks of the Auditor for the War Department have to be familiar only with so much of the laws and regulations as affect the kind of accounts upon which they are employed. But in the Navy the disbursing officers are in charge of pay, provisions, clothing, stores, transportation, and all other matters, so that the audit of every account requires a knowledge of all the Navy laws and regulations. On July 1, 1899, the line officers of the Navy were placed on Army pay and allowances by the Navy personnel act of March 3, 1899, and this has necessitated a familiarity with a great body of Army laws and regulations in the auditing of Navy accounts.

AUDITOR FOR THE INTERIOR DEPARTMENT.

STATEMENT OF MR. WILLIAM YOUNGBLOOD, AUDITOR FOR THE INTERIOR DEPARTMENT.

MR. YOUNGBLOOD. I want three additional clerks, and I asked for them last winter. The Census Bureau has been organized and is getting to running, and all their accounts come to my bureau. Last winter I was here and suggested that I did not know I would be able to get along with the present force with this extra work, but I did get along and I thought we could get along until probably next July with the force we had in the office. Up to the present time it has not been much increase of work. But the work is increasing now very rapidly. You know something about the Census Bureau and its ramifications and the great labor. I have asked the chief of division who audits the accounts of the disbursing office of the Census Bureau to write a letter, which I indorsed, to the Secretary of the Treasury, and he approved it.

MR. HEMENWAY. Will the services requiring these clerks be of a temporary nature?

MR. YOUNGBLOOD. Oh, yes. You see, as soon as the census passes away we will not need them.

MR. HEMENWAY. What salaries do you recommend?

MR. YOUNGBLOOD. One thousand two hundred dollars. I think I can get good clerks for that. If you go to the civil service you might get as good a man, but I do not care to take the chances on that.

MR. HEMENWAY. Do you mean to say you can get three good clerks?

MR. YOUNGBLOOD. We can get three good clerks, accounting clerks, at \$1,200 each.

MR. HEMENWAY. You do not come from the civil service, and if you do you would not—

MR. YOUNGBLOOD. I do not know who they might give me. They might reinstate a fellow 440 years old, or an old woman who has been in the departments in one place or another for the last forty or fifty years.

MR. PUGH. Do they sometimes strike you that way?

MR. YOUNGBLOOD. Until I kick and tell them not to send me any more old women, and I have complained about reinstatements under Rule IX, X, or something else. They send you somebody with pen paralysis, or half blind, or something of that sort.

MR. PUGH. You are not specially impressed with the efficiency of that branch of the service?

MR. YOUNGBLOOD. I think it is a farce pure and simple of the worst sort, and I think every bureau officer of the Government service thinks so. Every postmaster, other than a half a dozen large places, every collector of port, every collector of revenue who have come directly in contact with these people will bear me out, and I think every Auditor. You listen to what I say, Mr. Deputy Auditor, I do not know of anybody who favors it except a few members of Congress.

MR. HEMENWAY. Do you think these three clerks are absolutely necessary?

MR. YOUNGBLOOD. Let me read this to you.

TREASURY DEPARTMENT,
OFFICE OF AUDITOR FOR THE INTERIOR DEPARTMENT,
Washington, D. C., January 22, 1900.

THE AUDITOR FOR THE INTERIOR DEPARTMENT.

SIR: I have the honor to call your attention to the fact that, upon an estimate based upon such data as is now available, the services of three efficient and intelligent clerks, in addition to those now assigned to this division, will be required for one year from and after July 1, 1900, to promptly perform the work incidental to a careful and satisfactory examination and settlement of the claims and accounts to be rendered for the expenditures of public moneys in the conduct of the work of taking the Twelfth Census.

The comprehensive scope and diversified character of the inquiries and investigations necessary to be made with a view to the compilation and publication of the sta-

tistics required by the act of Congress making provision for taking this census, and the extension of the work to the Hawaiian Islands, will necessitate the employment for a time, as I am informed, of about 50,000 enumerators, 2,500 special agents, a number of interpreters, and between 2,500 and 3,000 clerks, and other employees at the Census Office in the city of Washington, in addition to the 300 supervisors provided for by the act.

A number of the special agents are to be made special disbursing agents, to whom advances of public moneys will be required, and for which accounts must be rendered and adjusted here independently of those of the chief disbursing clerk of the Census Office.

Provision is made for the payment of the traveling and other expenses of the special agents, all of whom it is understood, are to be employed in the field—that is, away from the District of Columbia; also, under certain conditions, for the payment of the traveling expenses of the supervisors and enumerators.

The supervisors and a number of special agents have been and are to be authorized to rent office rooms and hire clerks in the prosecution of the work assigned to them in the larger cities of the United States, including Hawaii.

Purchases of printing, tabulating, and other appliances, furniture, stationery, and other supplies, under contract in open market, for the proper equipment of this vast number of employees must be made in great variety and in large quantities.

It is estimated that a proper settlement of the accounts covering the expenditures under this appropriation for the first quarter of the next fiscal year will necessitate the critical examination of more than one hundred thousand vouchers. Each of these vouchers should be examined with an understanding of, and careful regard for, the provisions of the act making the appropriation, and of other laws; the regulations of the Interior and Treasury Departments, and the decisions of the Comptroller of the Treasury, in so far as they may be found to limit or affect the expenditure of the sums appropriated. It is apprehended that a very large percentage of these vouchers will be forwarded in support of claims for railroad, steamboat, and other transportation charges, and for telegraph, freight, and express services, each of which must be verified by a comparison with the published tariff rates of the various transportation companies and with the rates authorized by the Postmaster-General for telegraph services.

The settlements now made in this office are, under the act of July 31, 1894, in the main, final and conclusive, and it is important that all vouchers and other papers submitted with accounts should undergo a searching and exhaustive examination.

These accounts were formerly examined in the office of the Fifth Auditor and reexamined and finally settled in the office of the First Comptroller of the Treasury.

Respectfully,

J. E. R. RAY,

Chief Land, Files, and Miscellaneous Division.

THE SECRETARY OF THE TREASURY.

SIR: I respectfully hand you letter from Mr. Ray, chief of land, files, and miscellaneous division, this bureau, and beg to ask that you recommend in accordance with subject of this letter that we be allowed three additional and temporary clerks of class 1 for a term of one fiscal year beginning on July 1, 1900.

Respectfully,

WM. YOUNGBLOOD, *Auditor.*

Approved:

L. J. GAGE, *Secretary.*

MR. HEMENWAY. In the present force can you make any reduction?

MR. YOUNGBLOOD. I have reduced my force since I have been Auditor.

MR. HEMENWAY. Have you anything further to say to the committee?

MR. YOUNGBLOOD. As to this?

MR. HEMENWAY. As to any matter.

MR. YOUNGBLOOD. No; nothing special. I just want those three clerks, and I had an intimation last winter that I could secure them now we have had this extra work. You must understand something about the character of the investigations that come in monthly accounts from each disbursing officer, and that every item has got to be thoroughly examined. When a man travels, for instance, from Chicago to Seattle on a sleeping car we have got to get out the rates of the Pullman Company to see that the charge tallies.

MR. HEMENWAY. I think the committee understand that.

MR. YOUNGBLOOD. Yes, sir; you ought to understand it, as it is tedious, laborious work, and having reduced my force heretofore to the minimum, I do not see how I can get along and handle these accounts without this addition.

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Mr. HEMENWAY. We are obliged to you.

Mr. YOUNGBLOOD. I hope you will not send me to the Civil Service Commission if you give them to me. One of the reasons independent of this is: In 1877 there was an act passed by Congress of the United States requiring the pension service—you recollect it—requiring or not requiring, it is not absolutely mandatory, but it was an act that pensioners living, say, in the New York division or Philadelphia division, with the names on the rolls of those agents if they moved out of the division to, say, Minneapolis or, say, Cincinnati or Topeka, Kans., or Washington, that his name was to be transferred, and that was construed to mean that the pensioner's check should be transferred from one roll to another.

Only occasionally a man would ask to be transferred, which was done. But recently Mr. Evans, the Commissioner of Pensions, has issued an order that all agents throughout the country must go through all their records and transfer all people who live in one district but draw their pensions in another division, and that has put upon my bureau an immense amount of work for a while. For instance, it takes from my office a great many pensioners and transfers them to the rolls of other pension agents, and the estimated additional labor is that it will take 12 clerks four months to do that work, and therefore everything must stop until that is done. The moment I said we have to do it they said, "We must have additional help." I said, "I do not see how," and they said, "You must go to Congress and ask." I said, "You give me an extra hour a day and work until 5 instead of quitting at 4 in the afternoon; just get down to hard work and a heap of it, or take an extra hour every day," and I heard no more of it. Now, I can not spare a man from the other divisions to do this work for the census, and it is absolutely necessary.

AUDITOR FOR THE STATE AND OTHER DEPARTMENTS.

STATEMENT OF MR. GEORGE W. ESTERLY, DEPUTY AUDITOR FOR THE STATE DEPARTMENT.

Mr. ESTERLY. The Auditor is not very well and he asked me to come here to-day. I am the deputy.

Mr. HEMENWAY. I see you make no change and ask no increase of salaries, etc.

Mr. ESTERLY. That is right.

Mr. HEMENWAY. I simply want to ask you if it is possible to reduce the number of your clerks?

Mr. ESTERLY. Absolutely impossible. We need all the clerks we have.

Mr. HEMENWAY. Is your work well up?

Mr. ESTERLY. Yes, sir; about as near as usual.

AUDITOR FOR THE POST-OFFICE DEPARTMENT.

STATEMENT OF MR. HENRY A. CASTLE, AUDITOR FOR THE POST- OFFICE DEPARTMENT.

Mr. HEMENWAY. I see the first change you recommend is the increase of the salary of the deputy auditor from \$2,500 to \$3,000?

Mr. CASTLE. I want to submit a brief statement in regard to that and have it written out here, and will leave it, but I will state the substance of it. The request is based upon the enormous labor connected with that position and the responsibility of it as compared with that of any other deputy auditor in the Government service. In the first place, in general terms, I will say that the work of the auditor's office is equal to the work of all the other auditing offices combined in time of peace, and the force is as large and larger.

When the Spanish war commenced we had more clerks in our office than all the other auditors' offices combined, and if you notice the Government blue book you will see that the volume containing the names of the employees of the postal service is larger than the other book, which contains the names of all the rest of the employees of the Government combined. We practically have an account with every one of those employees. To the deputy auditor of the Post-Office Department is assigned very responsible duties connected with the adjustment of those accounts, in addition to the drudgery of signing his name some 250,000 times every year, which the law requires in the signing of warrants, drafts, etc., which pertain to the duties of the office and which can not be avoided under the law.

TREASURY DEPARTMENT,
OFFICE OF AUDITOR FOR THE POST-OFFICE DEPARTMENT,
Washington, January 29, 1900.

The Subcommittee of the Appropriation Committee.

GENTLEMEN: The estimates of appropriations for the Treasury Department, as submitted by the honorable Secretary, contain a recommendation for an increase of \$500 per year in the salary of the Deputy Auditor for the Post-Office Department. The recommendation is based upon the enlarged duties devolving upon this, but no other, deputy auditor. The proposition that all of the deputy auditors of the Treasury Department should be paid the same salary is not supported by the facts as they exist.

The duties of the Deputy Auditor for the Post-Office Department are unlike those of any other deputy auditor. By law the ordinary duties of a deputy auditor are somewhat similar to those of the chief clerk of a bureau. But the office of the Auditor for the Post-Office Department has a chief clerk who performs such duties.

This is a very large bureau, its force numbering 496 people. The duties of the Auditor for the Post-Office Department are different from those of any other auditor. All other Auditors deal with appropriations placed to the credit of a department on the books of the Treasury Department by act of Congress. The Post-Office Department, while it expends its money under proper appropriation, collects its own revenue, except the small deficiency which arises each year. It is the duty of the Auditor for the Post-Office Department to supervise the collection of this revenue, as well as all debts, fines, and forfeitures arising in the Post-Office Department. He has power, with the written consent of the Postmaster-General, to "compromise judgments for debts or damage; mitigate, remove, compromise, release, and discharge all fines, penalties, forfeitures, disabilities, or alleged liabilities, for any sums of money, by way of damages or otherwise, under any provision of law in relation to the operations or business of the postal service." Similar duties relating to the other departments of the Government devolve, by law, upon the Comptroller of the Treasury. The Auditor for the Post-Office Department certifies to the head of the department to which his business relates balances found due and countersigns and registers the warrants drawn thereupon, functions which the Comptroller of the Treasury performs with reference to all departments but that of the Post-Office.

In a few words the Auditor for the Post-Office Department is Auditor, Comptroller, and Register combined. It is not necessary to state that a fair portion of the duties above outlined in this large Bureau must necessarily be performed by the Deputy Auditor. In the discharge of the business of this Bureau the Auditor exercises supervision over the foreign, recording, inspecting, and assorting and checking divisions, while the Deputy Auditor exercises supervision over the pay, bookkeeping, and collecting divisions.

In a Bureau doing a volume of business involving over 1,000,000 settlements, and receipts and expenditures amounting to \$600,000,000 annually, the administrative work required of the Auditor and Deputy Auditor is very large, as will be readily apparent.

But in addition to the executive duties devolving upon the Deputy Auditor he is required by law to countersign the drafts, warrants, and certificates of the postal service, which requires 64,000 written signatures per quarter which can not be done by rubber stamp or otherwise. The volume of warrants and drafts thus signed exceeds \$200,000,000 annually. Payment for all mail transportation of whatsoever character is made by warrant, and the value of warrants of this class approximates \$50,000 per year. No other Deputy Auditor performs such duties, the warrants of the other Departments being signed in the office of the Comptroller of the Treasury. It would seem that the enlarged responsibility imposed upon the Deputy Auditor for the Post-Office Department would call for a salary greater than \$2,500 per year. There are chiefs of division in the various Departments with supervision over a dozen or more clerks who receive \$2,500 per year or more, and is it not surprising that there should be in any Executive Department an executive officer appointed by the President and confirmed by the Senate who receives a less salary than a chief of division appointed under civil-service rules?

Attention is invited to the recommendations submitted on page 17 of the report of the Auditor for the Post-Office Department for the past year.

Respectfully submitted.

HENRY A. CASTLE, Auditor.

I do not ask any increased compensation myself and shall not during my term of office, but I voluntarily request this as an act of justice to the position of the very worthy man who is here present, who is competent for that and any other office, and has made a better record than any other man who has held the position.

Mr. HEMENWAY. The next item is you ask for an increase of 16 to 26 clerks of \$900 each.

Mr. CASTLE. If you will allow me I will jump that and speak of the charwomen first, because the clerks come together. We ask for five additional charwomen. We now have 10 and had them in the old building. We moved to the new post-office building and the men can not do the work. In the old building the Post-Office Department furnished some charwomen and in the new building we have been obliged to take that upon ourselves and our work is only about two-thirds done; that is, they can only clean about two-thirds of the rooms in a day for the next day, so we are obliged to have that additional force to keep the work up. It is a small item, but it is important for sanitary and other good reasons.

Now, in regard to the clerical force, you can consider it altogether. We ask for 10 additional clerks, at \$900 each; 10 additional money-order assorters, at \$900 each, and 10 additional money-order assorters, at \$840 each, making a total of 30 additional clerks at those salaries. Last year I made a mistake of asking for clerks at \$1,400, \$1,600, and \$1,800, and I only got a small allowance, and the money did not go as far as it would if we had put it in this shape. We are perfectly willing to take these low-priced clerks and let them earn their promotions as the older clerks go out, as I think it is better policy for all concerned. The reason we need these additional clerks I will state as briefly as I can, and it involves the magnitude and importance of this accounting work we are charged with. The Auditor keeps the accounts and audits the accounts for the whole postal service, which is larger than all other disbursements of the Government combined in time of peace, and also has receipts to an equal amount of the disbursements; that is, including the money-order system. The total transactions in my ledgers last year were \$640,000,000. We have 496 clerks and each of the 300 is an auditor; that is, they have discretion. They have to have intelligence and integrity because they have discretion.

Mr. TAYLOR. What percentage did I understand you to say there was?

Mr. CASTLE. Over 300 out of 496. There are about 300 people who have to have discretion and those 300 audit \$640,000,000, which is over \$2,000,000 apiece. Now, a city comptroller in a city like St. Paul, where I live, auditing an amount of \$2,000,000 annually, gets \$4,000 salary, and has four or five clerks; and each one of our clerks on an average audits over \$2,000,000 of accounts, and has the responsibility for the correct settlement of those accounts, and this shows the magnitude and importance of this work we are doing. If it is not properly done the whole system falls into confusion, because it is a business proposition. The War Department spends money, the Navy Department spends money, and all the other Departments of the Government expend money.

The Post-Office Department earns money and also expends money and receives money in the money-order system and transmits it, so we have to have receipts and expenditures to deal with. We have to carefully audit receipts as much as the expenditures. The receipts are in very small amounts. We keep a separate ledger account with the 73,000 postmasters, and we charge every batch of postage stamps, credit the commission, and keep a ledger account and strike a balance every six months. We keep an account of every money-order postmaster, 30,000 postmasters now issuing money orders, and they issue over \$30,000,000 a year and the average is only \$7 each for money orders. Each one coming to the office, 100,000 a day, has to be handled five times, checking first the postmaster who pays it; then they are assorted by States, by towns, and by numbers; and you then check the individual postmaster who issues it, and then they have to be very carefully kept for five years under the law, because they use them in litigation all over the country.

Mr. TAYLOR. Could you formulate in a few words the difference between the additional work required of those 300 people you speak of and the auditor you spoke of who has five assistants in one of our cities?

Mr. CASTLE. Undoubtedly. The city comptroller in the city of St. Paul has to audit the accounts of the school board, the water board, the police board, and these different branches of the city government, to see—

Mr. TAYLOR. Their accounts amount to the sum which each of your 300 handles individually?

Mr. CASTLE. In the aggregate amount of money involved. Of course there is more detail probably to it, but our people have to go through the same process. They have first to see whether the expenditure is lawful; secondly, they have to see that it does not exceed the appropriation, and those are two things we are obliged to handle, and we have to trust it to those people. I am Auditor, but I can not do it all, of course, and everyone of my clerks I am trying to make clear is an auditor, and now this business is increasing to such an extent that unless we have additional help we are going to not do it properly. The force has not been substantially increased

since 1891. In 1891 it was 474 clerks; up to 1899 we had been increased 13, and that is 487. Last year you gave us 12 additional clerks and changed the laws in two particulars, which wiped the increase out.

In the first place, you did away with the Bundy time clocks, which were keeping the time of the 496 people, and that immediately took 6 clerks to take the place of those clocks. Then you added to the annual leave of absence to each clerk the Sundays and holidays that intervened, and that adds at least five or six days to each clerk's annual leave. They used to get thirty days, and now they get thirty-five or thirty-six days, as they take advantage of the holidays and Sundays at both ends in the leave. You gave us 12, and you neutralized it by those two items in the current legislation, so practically we have had only an increase of 13 people since 1874. This increase is less than 3 per cent of the force, while the business has increased in the money-order system from \$227,000,000 to \$422,000,000, an increase of 86 per cent since 1891, while the postal service has increased from \$138,000,000, receipts and expenditures, to \$196,000,000, or an increase of 42 per cent, and the money-order business 86 per cent, and the postal 42 per cent, the clerical force is 3 per cent, and it seems to me that that shows for itself the necessity for some additional help.

Now, the importance of this work I suppose you all duly appreciate. A general accounting system is all that stands between this Government and the corruption which exists in such countries as Turkey, Russia, and Spain, where they have no proper accounting system, and the accounting system is the arm of Congress to see that its laws are executed and that the appropriations are not exceeded, and you provide that. In 1894 a revision of the accounting system took place by what is called the Dockery Act; you know what that means. That law requires positive requirements that all accounts that have not received an administrative audit shall be reviewed and examined in every auditing office, and I have not been able to comply with that law, although it is vitally necessary. It could not be done. Nine-tenths of our accounts have not an administrative audit. Ninety-nine hundredths come direct from the postmasters—do not come through the Post-Office Department, as a rule. It would be absolutely impossible to have it done. They come right to us.

The Postmaster-General appoints a postmaster and has nothing more to do with him; we keep all the accounts, and the same with the money-order system. We do have a little review in two or three divisions; we have seven. We review from 5 to 10 per cent of the work in order to detect inefficient clerks, to weed them out, but we have not anything to comply with this law covering the examinations of the accounts. Then we have no audit whatever of the great volume of the accounts of the Railway Mail Service. We pay \$35,000,000 a year to the railroads of this country for transportation of mails, and we accept as conclusive the statement of the Post-Office Department as what is due on them. We have no means of knowing whether that is true or not. We sign the warrants to pay, and that is not right, but that is the it has been for years.

The law was changed last year in respect to clerks in all city post-offices providing there should be so many clerks of each grade, commencing with the \$500 man and going up to \$3,000, and thereby limiting the number of clerks employed in each grade. We are entitled to 496 clerks, and we have no business to have any more. We have no more business to have any more clerks than the city post-office has under this law, and it is our business to see that they have not and we have not the force to do it, and we do not know whether they have complied with the law or not. This additional duty was settled on our department last year by statute without any provision whatever for doing it. Last year the law was changed to do away with the payment of postage on newspapers by stamps, you understand.

Before last year newspaper publishers paid postage on mail by stamps the same as letters. Now that is done away with; the stamps are abolished, and every postmaster keeps an account with his newspaper publishers—with each publisher—and collects the money at pound rates, and is supposed to send it in. We should audit those, but we do not—we have not got the force to do it. We take their word for it, and the Post-Office Department sends their report, and we can assume it is correct, but we have no lawful right to assume it is correct, and it is not an audit, but we have not touched that, and can not do it. In addition to that we are a month behind—that is, a month behind in balancing our books. The law requires that they shall be balanced, and we should have them ready on the first day of January—that is, we should have the books balanced for the quarter. We are necessarily three months behind, you understand, but we never have them ready on the first of the month.

We are now a month behind, practically, and have just got a trial balance off last Saturday which should have been off on the 1st of the month. We are three months behind, practically, in providing audit and check of the money-order accounts, and

we have 30,000 money-order offices in this country and every one of them handles Government money in transit, you might say. Of these 30,000 postmasters it is safe to assume there is a regular proportion of thieves and scoundrels who need watching. They have every facility in the world, unless followed up closely, to gather in the money and hold it until we finally discover and send out and investigate and arrest them for embezzlement. They are generally punished and their bondsmen come on and escape. They come and make a good case and we have to remit the penalty or else they go to the courts and base their case on the statement that these men were not properly watched. They have done it, and it is a good defense for the bondsman before a jury that the Government is behind in auditing these accounts. In that way the Government loses thousands of dollars every year by the remission of money that has been embezzled and stolen by postmasters from the money-order fund.

Now, there is something particular about this money-order fund. It is not a revenue; it is money paid in one office and paid out at another, the Government transporting it free. My last annual report shows we are doing that business at a loss, but we are doing it, and it has increased 10 per cent; the last year it was \$442,000,000 and the year before it was \$401,000,000, nearly 10 per cent increase.

Mr. PUGH. What is this deficit?

Mr. CASTLE. The deficit as near as we can figure it out is about \$125,000, but there are a good many additional items; I do not mean the losses, but I mean the expenses of doing the work over the receipts. Besides that, there are a great many unconsidered and indefinite items which you can only guess at. The actual business is done at a loss.

Mr. TAYLOR. Does that apply to that increase you have asked?

Mr. CASTLE. If we had thirty more clerks we could do a great deal of this work that is now undone. It is getting worse and worse every year, and it is increasing.

Mr. TAYLOR. Does this increase which you ask increase all along these lines?

Mr. CASTLE. Yes; I would distribute it among these divisions. I do not say I could do all of this work with the thirty clerks; and in addition to that we are three months behind in some cases in auditing accounts for transportation of the mails. We have sent out within the last month 500 circulars to star-route contractors throughout the country who are clamoring for their pay. We could not audit their accounts fast enough to pay them within three months' time, and they are threatening to throw up their contracts for the mails, and all we can do is to say in the circular which we sent out to 500 that we can not keep up with this work because of insufficient clerical help. That is the situation. It is a business institution. The postal service is business from top to bottom. It is state socialism, and it is a magnificent thing, and differs generally from all other branches of the Government from the fact it is doing the business of transportation and banking. I know that a private institution would not amount to much with a defective accounting method in doing this vast volume of business.

Mr. LIVINGSTON. Why is it you ask for 30 money-order clerks at \$900, and 36 at \$840, and a lot more on the next page at \$720; why do you make them distinct?

Mr. CASTLE. We do not ask for any at \$720.

Mr. LIVINGSTON. You ask for 30 money-order clerks at \$900.

Mr. CASTLE. But we do not ask any increase—

Mr. LIVINGSTON. Why do you make them distinct?

Mr. CASTLE. Because we start in at those salaries. They are perfectly willing to do it, and it takes a year or two to become expert and capable of earning an increase.

Mr. LIVINGSTON. The distinction is on merit and not arbitrary?

Mr. CASTLE. Yes; we take them in, as a rule, at the lowest salary, and as fast as we have a vacancy, and they possess the merit, we promote, and occasionally we reduce people who become inefficient.

Mr. LIVINGSTON. Those you are asking for will be all green persons?

Mr. CASTLE. We will put them in at the bottom and promote the people to these higher salaries. We will promote those who have earned promotion. I want to call attention, if you will look back at the last appropriation bills you will find for several years past our force has been divided. Commencing in 1891 they gave us an additional force, or rather, my predecessor an additional force, and then they were carried on our force. This year we have carried all of these in the general force. We do not get any more, unless you grant us this increase, but it consolidates them. For instance, last year we had so many clerks at \$900, and then the paragraph below said so many additional clerks at \$900. There is no sense in that, and we have consolidated them.

Mr. HEMENWAY. There were 39 carried as an additional force.

Mr. CASTLE. For several years.

Mr. HEMENWAY. This bill carries those?

Mr. CASTLE. The estimate was different. It is very confusing to us.

Mr. HEMENWAY. I do not know of any reason.

Mr. CASTLE. It is just a precedent, but it confuses us in our bookkeeping.

Mr. LIVINGSTON. I suppose you would rather have these consolidated, and that is the reason I asked you the question if it ought to be.

Mr. CASTLE. That is what you were trying to get at? I did not understand the point. No, that ought to be consolidated in one item.

Mr. HEMENWAY. They were consolidated in the estimates, but the verbage here is retained in our bill.

Mr. LAWSHE (deputy auditor). You have before you, I do not know in what form it is arranged in the bill, an appropriation for contingent expenses of the Auditor's office. Heretofore this appropriation has been a part of the Post-Office appropriation, so that is under the control of the Postmaster-General. Now, here is the trouble. We are a Treasury bureau under the control of the Treasury Department and through some anomalous condition you have put our appropriation in the Post-Office appropriation under the control of the Postmaster-General, and what we desire is that this same appropriation given us heretofore in the Post-Office bill be transferred to our own bill, to the Treasury Department either under the Auditor's office or to the Treasury Department. Then we expend the money Congress gives us for the purposes named and our accounts will be audited by the Auditor for the Treasury Department.

Under the present system the money is expended through the Post-Office Department, and the accounts come back on us and we audit our own accounts. We have conscientious scruples about auditing our own accounts; and, besides that, we do not think our appropriation should be under the control of the executive or administrative officer whose accounts we audit, and you can see that this is objectionable to us, and that is the present system of auditing our own accounts which we desire to avoid. We are asking an increase of \$500 in the miscellaneous appropriations, and our appropriation has been for a number of years \$1,000 for furniture, \$1,000 for carpets, and \$1,500 for miscellaneous items, and we ask \$500 increase on the miscellaneous items for this reason. The Treasury Department has gradually shoved over on us items of expense heretofore borne by the Treasury Department.

For instance, we are now paying for our telephone service, which alone will cost some four hundred and odd dollars; but we are in the Post-Office Department building, and have a telephone service which we pay for out of our own appropriation, and that is largely the reason why we ask that increase of \$500.

Mr. HEMENWAY. Have you done this heretofore?

Mr. LAWSHE. No, sir; it has been paid for heretofore by the Treasury Department, but they ask us now to pay for it ourselves, and I see no reason why we should not when it is our own contingent expense.

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, January 31, 1900.

Hon. J. G. CANNON,
Chairman Committee on Appropriations, House of Representatives.

SIR: I have the honor to transmit herewith, for the favorable consideration of the House Committee on Appropriations, copy of a communication from the Auditor for the Post-Office Department, of this date, in regard to the increase of \$500 in the salary of the Deputy Auditor for the Post-Office Department, submitted on page 29 of the Book of Estimates for 1901, and suggesting a change in the title of said officer to "Assistant Auditor of the Post-Office Department," with a compensation of \$3,000 per annum.

A draft of a proposed amendment to the legislative, executive, and judicial appropriation bill now pending, to accomplish the object in question, is inclosed herewith for consideration of the committee.

Respectfully,

L. J. GAGE, *Secretary.*

TREASURY DEPARTMENT,
OFFICE OF AUDITOR FOR THE POST-OFFICE DEPARTMENT,
Washington, D. C., January 31, 1900.

The SECRETARY OF THE TREASURY.

SIR: To meet the possible objection that all of the deputy auditors of the Treasury Department should receive the same salary, it has been suggested that the recommendation submitted to Congress, and now pending before the committee, for an increase of \$500 per year in the salary of the Deputy Auditor for the Post-Office

Department be changed, in effect, to abolish the present office of deputy auditor and create a new one with the title of "Assistant Auditor for the Post-Office Department," with a compensation of \$3,000 per year, leaving the Auditor to prescribe the duties to be performed.

I have the honor to state that this suggestion has my cordial approval. I hope such legislation will be enacted as will give to my associate in office a salary commensurate with the service required of him and the responsibility necessarily imposed.

The other deputy auditors of the Treasury Department are designated by law to perform the duties of chief clerk in their respective bureaus. This office has a chief clerk, and the deputy auditor is necessarily assigned to duties of an administrative and executive character, which consist of supervision over three important divisions—the pay, bookkeeping, and collecting—in addition to the responsibility imposed and labor required in signing, each quarter, 64,000 drafts, warrants, certificates, and other financial papers, upon which actual payments are made aggregating about \$50,000,000 per year. No other deputy auditor has such responsibility.

I transmit herewith for your information a copy of a letter submitted by me to the Committee on Appropriations in support of your estimate for the increase of salary proposed.

Respectfully,

HENRY A. CASTLE,
Auditor.

The office of deputy auditor for the Post-Office Department shall hereafter be known as the assistant auditor for the Post-Office Department, to be appointed by the President, with the advice and consent of the Senate, who shall receive a salary of \$3,000 per annum.

The assistant auditor for the Post-Office Department shall perform such duties as may be prescribed by the Auditor for the Post-Office Department, and shall have the power, under the direction of the Auditor, to countersign all warrants or drafts and sign such other papers as may be required. In the case of sickness or absence of the assistant auditor the Secretary of the Treasury may, by appointment under his hand and official seal, delegate to any officer not below the grade of fifth class in the office of said Auditor the authority to perform the duties of assistant auditor until such absence or sickness shall cease.

OFFICE OF COMPTROLLER OF THE CURRENCY.

STATEMENT OF MR. CHARLES G. DAWES, COMPTROLLER OF THE CURRENCY.

Mr. HEMENWAY. Will you explain to the committee the necessity for the increase of this appropriation of \$3,500 for expenses of special examinations of national banks and bank plates, etc.?

Mr. DAWES. The national-bank act provides for the compensation of examiners by fees which are fixed in proportion to capital, and the average fee received by the examiner is, on the whole, sufficient; but there are times when we find a bank in a specially dangerous condition, where the examiner can not be paid commensurately out of those fixed by law, and it is the custom of the office to pay the special examiner, or the regular examiner, out of this special fund for the purpose of making that examination which is necessary to enable him to give the Comptroller that information which will determine him in closing that bank or allowing it to remain open. The results of this little fund, some \$3,000, which you gave me last year, have been very beneficial to the depositors of certain large communities of the country. It has paid for itself in the public good it has done. It seems pretty large, but I will warrant that it has paid for itself many times over.

Mr. LIVINGSTON. You see it has been growing very rapidly; your estimates of appropriations have been growing very rapidly.

Mr. DAWES. I do not know that you fully understand just how we are to use that fund, that \$5,000. That is to be spread all over the entire United States with the 3,600 national banks, and we had last year to give up a special examination which was really important for us to have made. I gave up paying for an examiner. He went out and made an examination and we could not pay him a dollar for it, and he lost his expenses. That was at Salt Lake City. But we ought to have about \$2,000 more, and I think that is a little more than we need. It is brought to me so I can apportion it around so as to do the most good, and \$3,000 is really too little. You see we have got to pay for our machines, the macerator repairs, etc., so there is available only about \$4,000, even with this increase.

Mr. LIVINGSTON. In 1899 you had \$1,000 and no deficiency?

Mr. DAWES. No deficiency. We could not make the examinations, or compelled the examiners to work without compensation, and it is really very important.

OFFICE OF REGISTER OF THE TREASURY.

STATEMENT OF MR. N. L. CHEW, ASSISTANT REGISTER OF THE TREASURY.

Mr. HEMENWAY. I notice here that you increase 3 clerks of class 1 to 7 clerks of class 1, and you decrease 24 clerks at \$900 to 20 clerks at \$700. Do you desire by that arrangement to increase the pay of 4 clerks from \$900 to \$1,200?

Mr. CHEW. Yes, sir; that is what we want to do.

Mr. HEMENWAY. In other words, you want to promote four clerks at a more rapid rate than the positions in your office would permit their promotion?

Mr. CHEW. Yes, sir; but I want to explain in that connection we have a force of 52 people on the regular roll, and out of that 52 people 24 of them are \$900 clerks; so you see we have only three clerks of class 1, and there are four clerks who are doing work now that belongs to \$1,600, \$1,400, and \$1,200 places, and doing the work alongside of them, and we ask for this in justice to those people.

Mr. HEMENWAY. You do not think it would be well to reduce the fellows receiving the higher salaries and regulate it in that way?

Mr. CHEW. No, sir; I could not in justice to the office.

Mr. HEMENWAY. You may go ahead with your statement.

Mr. CHEW. As I stated, we have only 52 people in the Bureau on the regular roll; that is, people covered by the civil service. We have six additional people, and as the saying is, there are few deaths and none ever resign. We ask this simply as a justice to those people. Some few received as high as \$1,600 until they were reduced by the Dockery Act; that is, a number of people were taken away from us, and we ask what we think is very moderate, and we ask you give us four additional places at \$1,200. Now, Mr. McGroarty, chief of the division of loans, is here, and I would like for you to hear him.

The CHAIRMAN. We will go further with you and then hear him. You have three of class 1 and three clerks of \$1,000 on the temporary roll. Is it necessary to have them continued for another year?

Mr. CHEW. Yes, sir; it is entirely necessary; that has to be continued.

Mr. LIVINGSTON. If you were reduced under the Dockery Act, how can you afford to come and ask Congress to set aside the practical effects of the Dockery Act?

Mr. CHEW. I would answer it this way: I think that act discriminated against our office more than it ought to. As I say, we have 52 people on the regular roll, and 24 \$900 clerks.

Mr. LIVINGSTON. I understand all that, but the naked question is, how can you come here and ask us to undo what the law forced you to do?

Mr. CHEW. We would not ask you unless we thought it was right.

Mr. HEMENWAY. It is possible that in your office the services of high-class clerks are not required to the extent as in other offices?

Mr. CHEW. I will say there is no bureau in the Treasury Department that is more important than the one of loans, in the Register's office, because it controls all of the registered loans. We have the reputation when bonds come in the morning they know in New York they will get them to-morrow morning. We never allow one day's work to lapse. The clerks in the office are willing to remain, and do remain, after hours and never say anything about it and do it willingly, and those people we would like to promote are among that class.

Mr. MCGROARTY (chief of division of loans). Mr. Chairman and gentlemen, I can only add to what Mr. Chew said regarding the increase.

Mr. HEMENWAY. What is your position?

Mr. MCGROARTY. I am chief of the loans division in the Register's office. This increase is respectfully asked for at my recommendation, because these people are under me and they are all on high grade of work. In fact in that division we have not anything but high-grade work and the salaries of them ought to be more than \$900; that is, they earn more than a nine-hundred-dollar salary. We have some people on the work worth \$1,600, there is no question about it at the same ratio the others are rated and they have drawn this salary heretofore. In regard to the question Judge Livingston asked, why Congress should undo what it has already done, I think the conditions have changed somewhat since the Dockery law went into effect, so far as that office is concerned, at least.

Mr. TAYLOR. Tell me, for my own information, When did the Dockery law go into effect?

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Mr. McGROARTY. It went into effect October 1, 1894.

Mr. LIVINGSTON. You practically do not gain any additional help or facilities for doing business by this?

Mr. McGROARTY. Yes.

Mr. LIVINGSTON. It is only a question of promotions?

Mr. McGROARTY. That is all; promotions.

Mr. LIVINGSTON. You put it simply and solely on that ground?

Mr. McGROARTY. Yes, sir; or reinstatements either. The promotions naturally in that office are very slow, because it is a very small office, and in the natural course of events it would be years before these people could get a salary adequate to the work they perform.

Mr. TAYLOR. How long have they been employed there?

Mr. McGROARTY. I suppose some of them fifteen or sixteen years; maybe longer.

Mr. TAYLOR. I mean those four?

Mr. McGROARTY. I mean those four. They have been there—I do not know how long.

Mr. LIVINGSTON. I suppose those three clerks are temporary?

Mr. McGROARTY. We have six in that bureau.

Mr. LIVINGSTON. Do you think it is essential that they should be continued?

Mr. McGROARTY. Certainly; for 1901.

Mr. LIVINGSTON. Why were they given to you? What was the emergency at the time?

Mr. McGROARTY. The emergency was the increased work on the 3 per cent loan which practically doubled the work in our office.

Mr. LIVINGSTON. Are not you through with the work?

Mr. McGROARTY. No; we never will be until the loan is wiped out—until it is finally redeemed.

OFFICE OF THE COMMISSIONER OF INTERNAL REVENUE.

STATEMENT OF MR. GEORGE W. WILSON, COMMISSIONER OF
INTERNAL REVENUE.

The CHAIRMAN. I notice that your first request here is for an additional deputy commissioner. Will you please be kind enough to explain to the committee your reason for this? I will call your attention to the fact that we have your note here, which is quite full, but you may add to it anything you may desire to say in regard to the matter.

Mr. WILSON. I do not believe I could say anything in addition to that. The war revenue increased the collections some 40 per cent. There are five heads that gather \$170,000,000 of revenue together; \$100,000,000 you provided; you added 1,000,000 taxpayers with a range of taxation from one-eighth of a cent to \$1,000. When this tax was collected before they had three deputy commissioners, and I say to you frankly, the two years I had of it by the time I left the chair it broke down my health and nearly ruined me, and I have got a pretty good capacity for turning off work. My time is absolutely taken up with things that no commissioner himself should give personal attention to. He ought not to be burdened with considering compromises or considering correspondence that must come in, a great deal of it, from constituents through you gentlemen of both Houses, and no man can do that work and do it right. I need another deputy commissioner.

Mr. TAYLOR. I did not understand him where he said three deputy commissioners; under what act?

Mr. WILSON. Under the old law, where you had an internal-revenue tax that spread over all these articles; during the war you had three deputy commissioners.

Mr. TAYLOR. And there is a great increase of population and extent of country and business?

Mr. WILSON. You put 1,000,000 taxpayers on with a stroke of the pen.

Mr. PUGH. What per cent do you estimate of additional service necessary in your office by reason of this new revenue bill?

Mr. WILSON. We had 190 people, in round numbers, and we ran it up and it varied from that up to 200, and the range of new appointments have been 53 to 57 under the war-revenue act, or 34 per cent, and the increase of taxation was 40 per cent.

Mr. HEMENWAY. Your next item you ask for six heads of division in place of four, at \$2,250?

Mr. WILSON. In the first place, gentlemen, one of these is an outgrowth of the practicability of dispensing with the chief of the tobacco division under the old law before you put the tobacco tax on and consolidating that work with another chief of

division, leaving us with but four. Then you came with all these special taxes, and the increased taxes increased the receipts there, doubling them; that is what you have done, until it has simply increased the work beyond any possibility of their doing it, and I have had to take it out and put an acting chief of division to take charge of it.

I simply ask that that be put back. Under the old law we got along without it, but it was voluntarily resigned and given up, and now I come with this condition of things and we ask it be given back with the same free hand it was relinquished because it was not needed. The other is born of this condition of things: You have put into that office three or four things, police measures, in fact, under the guise of tax laws. There is the oleomargarine, the filled cheese, and the mixed flour. It is the most troublesome and pestiferous of things to undertake to handle, and as the result the Internal-Revenue Bureau receives complaints, kicks, and cuffs on account of those laws, and it brings the Internal-Revenue Bureau as a tax-gathering army into disrepute, because of the clamor of the country that the oleomargarine law, instead of being enforced as a tax measure, in a certain sense, ought to be enforced as a pure-food law, and it involves a large amount of work, and it is simply impossible to have these things distributed around to other offices. We could not do it under this immense pressure and the demands upon the time of those people, so I took those three heads and put them together as a miscellaneous division, and I ask you to give me a chief of division for it and I ought to have it.

Mr. HEMENWAY. Now, the next provision is, you ask for 33 clerks at \$1,000 each in the place of 17, and you reduce 40 clerks at \$900 to 30 clerks at \$900. In other words, you are to promote some of these men to the higher places?

Mr. WILSON. The condition of things is just like this: We had 40 clerks of that \$900 grade and 17 in the \$1,000 grade, and you know in all offices, I do not care how well they are regulated, you will find those who are a little dull and not active and not meriting promotion very much, and after you have had them at \$900 they get to the \$1,000 grade and they will stick there. That little bit of a bunch of \$1,000 people are pretty fair clerks—considering the work they are doing, very fair clerks—but they are not going on with any promotion, they are camped there, and the place is full. Now, we have either to jump clerks over the heads of them and put them in the \$1,200 places or we have to create an unpleasant condition of things to get a clerk through there and promote him. Now, it does not take very much money, and I ask you to open up the way so as to have a greater number of the \$1,000 clerks and less of the \$900 clerks, so that congested condition of things may not prevail there.

Mr. HEMENWAY. It results in an increase of \$1,000?

Mr. WILSON. Only.

Mr. HEMENWAY. I suppose it is true of these clerks that they never come to the conclusion they are working on a fixed salary; they are all looking for promotion?

Mr. WILSON. The \$1,800 and \$1,600 clerks after they are adjusted are pretty peaceful people. The other day you sent a resolution down there which called for one month's work. You wanted to know into what States the oleomargarine manufacture of this country was shipped from the factories. It involved the analysis of 216 accounts, involving hundreds of pages of each, and I sent a circular around my clerks and I said to them I did not desire to disturb the regular order of business in that Bureau, and that the correspondence must not get behind and I did not desire to borrow anyone from anybody else, but if enough of them would volunteer one hour's work each day, from 4 to 5, and I could get 100 for five days, I could do the work and not disturb business; and the volunteers for that five days ran from 90 to 125, and instead of taking a month to get that work done and borrowing from somebody to get it done it was done in six days and handed back to you, and it did not cost the Government a cent.

Mr. HEMENWAY. That was very nice. Yet in our private business instead of borrowing we go ahead and do that business.

Mr. WILSON. That is the sort of loyalty and zeal which prevails in that Bureau.

Mr. PUGH. Do you think the business of your office has grown in that proportion that you will need this additional help permanently for the purpose, or do you think it is just pending the collection of this war revenue?

Mr. WILSON. The war revenue. When you go and take off the taxes you will find me ready to meet you.

Mr. PUGH. And to decrease these employees?

Mr. WILSON. Yes, sir; as far as I am concerned.

COLLECTING INTERNAL REVENUE.

Mr. HEMENWAY. The next item is for salaries and expenses of collectors and deputy collectors, and surveyors, etc. You had last year an appropriation of \$1,710,000 and

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I believe you had a deficiency of \$60,000, making a total expenditure to be expended this year of about \$1,770,000, and your estimates are \$1,850,000. Now, will you please explain to the committee the necessity for the increase you estimate for?

MR. WILSON. That is the amount that would be a liberal allowance to get along and transact business without any fear of a deficiency. You see readily from the expenditures we made last year—I think we had a little deficiency this year of \$35,000—that it ought not to be less than \$1,800,000. I think you see that.

MR. HEMENWAY. You could get along with \$1,800,000?

MR. WILSON. I think we can.

MR. HEMENWAY. The next item is for salaries and expenses of agents, fees and expenses of gaugers, etc., and you had \$1,900,000 last year and you had a deficiency of \$25,000, making \$1,925,000, and you have estimated for \$1,950,000. Can you get along with \$1,925,000, the amount expended last year with the deficiency?

MR. WILSON. Well, I think we can, but it would be possibly a close shave, and it might fall over a few thousand dollars.

MR. HEMENWAY. You had some additional clerks and other employees in the office of the Commissioner of Internal Revenue; what about that?

MR. WILSON. That is under the \$650,000 emergency appropriation, and, as I stated a while ago, we run from 53 to 59. It is a little more now, and that is something I am glad you remind me of. I am confronted with the translation of the internal-revenue laws and regulations, involving 1,600 to 2,000 pages.

I went to a man who was commended for that work and he looked it over and said it would cost me \$4,000 to have it ready for the printer, and I thought that exorbitant. I went around and hunted up three translators, one in our own office, and one I got in Philadelphia, and one I got by taking him off the Printing Bureau roll and putting him on ours, and I hatched up a scheme of that kind which would cost \$2,000 or \$2,500, and that is going to come out of that \$650,000 if I can do it for that; but the progress I am making is simply astonishing. It surprised me, as I thought a man who could read a language and understand it could translate it pretty rapidly, but I found they are making about 10 pages a day, and that makes about 20 pages, because the critic in the matter has to follow and supervise, and he does not get to do any original translating at all.

MR. HEMENWAY. What additional expense will that be?

MR. WILSON. I should say \$3,000 ought to do it.

MR. HEMENWAY. Is it absolutely necessary for you to have the force you now have continued for another year?

MR. WILSON. Yes, sir; every bit of it.

MR. HEMENWAY. How do these clerks compare with the clerks which you draw through the civil service?

MR. WILSON. They are as good clerks as we have got.

MR. HEMENWAY. Would it be policy now for you to dispense with these clerks and select the clerks which you need through civil service?

MR. WILSON. No, sir; they are better clerks than I can get through the civil service.

MR. HEMENWAY. What effect would it have upon your office?

MR. WILSON. It would demoralize it.

MR. HEMENWAY. You think it is absolutely necessary that this force should be continued for another year?

MR. WILSON. Yes, sir.

MR. PUGH. You have no doubt of your ability to select for yourself more effective help than could be sent to you through the Civil Service Commission, speaking from a practical standpoint?

MR. WILSON. Yes, sir. I made a requisition on the civil service for the transfer of a man from the Bureau of Engraving and Printing three weeks ago and have not got him yet.

MR. PUGH. And you do not know what you will get when he does come?

MR. WILSON. Yes; I know this man.

MR. PUGH. You made a special requisition?

MR. WILSON. Yes; because he was fit for the work I had in hand then, and I have been hopping along on one leg because of their ironclad impractical rules. They are good people, but they do not know how to do business.

MR. HEMENWAY. In a conversation the other day you spoke about a difficulty growing out of the decision of the Comptroller of the Treasury. Please be kind enough to explain it to the committee.

MR. WILSON. In handling the special work of the country across the district lines, particularly in the Southern sections of the country and in the large cities, we put a deputy in these larger sections of country, and we tell the collector that this deputy

is appointed for work in that district and we direct him to make a report to the revenue agent for that special work under him. It is a sort of police arm of the Bureau. Now, that deputy can not confine his actions to district lines. He takes up a case here and it leads over into this district and into that district. Take, for instance, the sixth district of Missouri, which embraces a line of counties from Augusta running down below Carrollton. Now, the agent in charge of that division has one of these deputies. He may start and go up in Indiana in the seventh district, at Terre Haute, on the Wabash River, and he might go across the Ohio, and there is no telling where it may lead him to. Section 3143 of the Revised Statutes says that the several collectors of internal revenue shall be the disbursing agents of the expenses and salaries of their deputies.

This thing has been in practice twenty years—constantly crossing the line; was done every week or ten days, and there was no question raised about it. The collector in the district adjusted the amount and paid it, and that account is handed by him to the revenue agent, scrutinized and audited, as it were, and passed to the collector of his district, and he makes such examination as he sees proper and sends it to us for approval. Now, the present accounting officers of the Government have refused to allow that condition of things, but stopped it, and I pleaded and prevailed upon them to let the matter go until I could come to Congress and some relief be afforded. I have got to take these deputies off and the agent is left crippled.

Mr. HEMENWAY. Would you be kind enough to draft the provision?

Mr. WILSON. I am having that prepared now.

Mr. HEMENWAY. And limit it to this particular service. Be careful about that, so as not to get it too broad, so it can be abused.

Mr. WILSON. I understand it.

Mr. HEMENWAY. And will you send it to us?

Mr. WILSON. I will.

Mr. HEMENWAY. Mr. Wilson, if there is anything you desire to add we will be glad to have it.

Mr. WILSON. Compensation of revenue agents—have you anything to do with that?

Mr. HEMENWAY. As to changing their salaries?

Mr. WILSON. Yes, sir.

Mr. HEMENWAY. I suppose the Committee on Ways and Means has jurisdiction.

Mr. WILSON. Anything about leaves of absence of per diem officers?

Mr. HEMENWAY. We have nothing to do with leaves of absence.

Mr. WILSON. You understand the situation of the Internal-Revenue Bureau. It was built upon a temporary basis and everybody expected it to die long ago, but the child grows wonderfully and it stays and will live forever, and we may just as well confront that problem. We have two classes of officers, the per diem and annual, and the gauger's pay depends upon the amount he gauges, and the storekeeper-gaugers are paid a per diem. In one of your districts a storekeeper gets \$4 a day, or \$1,200 a year, and he starts in with an assignment at one of the distilleries and he runs the year through. He can not get a days' leave of absence without losing his per diem, and here is a \$1,200 deputy or a \$1,200 clerk in the collector's office here at Washington who can get thirty days' leave of absence and get his pay, and if he can put up a good case he can get sick leave, and I respectfully submit that that is not fair. We have 1,500 of these people.

Mr. HEMENWAY. Yes; but anything we should put on here would be subject to a point of order.

Mr. WILSON. Then we will pass that. For adjustment of salaries of collectors—that goes to the Committee on Ways and Means. Last year you gentlemen put in a sentence prohibiting details in regard to Auditors' offices, and that turned the Secretary's office loose on me, because I am the only bureau that has got anything to loan. Now, I want to be relieved of it.

Mr. HEMENWAY. You want the provision extended to you?

Mr. WILSON. I want the benediction, if you please, spread over me, and it is necessary. I have got a clerk now (\$1,400 or \$1,600 out of this \$650,000 fund carried over there) to assist in these decisions, and I ask why, and they say, "Because you furnish a lot of them." Of course I do. Now, I want you gentlemen to please take the blanket off these other fellows or put it over me, because it is not fair. We have had as high as 15 clerks over there. The other day when a resolution came from you gentlemen here for this information with reference to bank transactions, etc., they took nearly every typewriter and stenographer we had and carried them over there. The Secretary is a man of large influence in that Department, you know, and we do what he says. You have tied his hands and he can do nothing else, and I am crippled.

Mr. PUGH. How would you propose to remedy it?

Mr. WILSON. Prohibit borrowing from anybody. I did not do it when I did what I did the other day.

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Mr. PUGH. Do you not think the evil grew up under the Civil Service Commission itself?

Mr. WILSON. Yes; nearly all they have got they borrowed.

Mr. PUGH. I suppose you have the force of example in that way?

Mr. WILSON. Now, I am in earnest about asking relief from the situation, as it is embarrassing.

Mr. LIVINGSTON. Where do you suggest putting this clause in this bill?

Mr. WILSON. It is in my recommendation in my report.

Mr. LIVINGSTON. Under what head would you put it—additional clerks and other employees? Would you put, "and no detail shall be made from this bureau?"

Mr. WILSON. That is it; just the same as any other bureau.

Mr. PUGH. You leave it discretionary with the head of the bureau?

Mr. WILSON. No.

Mr. PUGH. You make it prohibitory entirely?

Mr. WILSON. Yes; prohibitory.

Mr. HEMENWAY. It only applies for this year, to the first of July, unless we repeat it.

Mr. WILSON. I am ready to take my chances with the rest of them. We ought to help the Secretary sometimes, and I am ready to do my share, and it is all right.

Mr. HEMENWAY. You can not prevent details altogether.

Mr. WILSON. I do not think you ought to do it. It is none of my business, and I beg your pardon for saying it, but I do not think it ought to be done, and I do not know how that came to be done, but I think if that could be left to the discretion of the Secretary and let the Secretary handle it it will be all right, because sometimes there is an emergency where we ought to help.

Mr. HEMENWAY. What we desire to prevent is the permanent details where men are kept in one office and paid in another.

Mr. WILSON. Yes.

Mr. HEMENWAY. And temporary details can not be prevented, and it is absolutely necessary sometimes—

Mr. WILSON. The Internal Revenue never borrows.

Mr. HEMENWAY. Is there anything further?

Mr. WILSON. No, sir.

TUESDAY, January 30, 1900.

LIFE-SAVING SERVICE.

STATEMENT OF MR. S. I. KIMBALL, GENERAL SUPERINTENDENT OF THE LIFE-SAVING SERVICE.

Mr. HEMENWAY. I notice you ask for an additional clerk of class 4. Will you please explain to the committee the necessity for this clerk?

Mr. KIMBALL. I do not know that I can make any better explanation than that contained in my note in the Book of Estimates, if you have it here.

Mr. HEMENWAY. How long since you have had an increase of force in your office?

Mr. KIMBALL. I had an increase of one, I think it was two years ago; it was an \$1,800 man.

Mr. HEMENWAY. To what extent has business increased in your office?

Mr. KIMBALL. I think until that time there had not been an increase for sixteen years and the business has been increased very largely. We have added 67 life-saving stations on the coast, and all the work in connection with that has been added. Besides that there have been decisions and orders in reference to the transaction of business which has increased the business greatly; for instance, the Comptroller of the Treasury is making a revision of the disbursing officers' accounts. When he reviewed the accounts of the disbursing officers who pay our office and pay the expenditures for the maintenance of the Life-Saving Service, he gave us notice that we must discontinue a practice which existed, and the discontinuance of that practice and the adoption of the one he requires now adds greatly to our labor.

The Comptroller decided that small purchases—say of \$7 or \$8, or even up to \$100—did not come within the provision of section 3709 of the Revised Statutes that required advertising, but Comptroller Bowler took the view that it was not intended by Congress that we should advertise for every little expenditure, no matter what it was. But this Comptroller has decided that that was not a good decision, and we must advertise for the purchase even to the amount of 5 cents, no matter what it is. That makes a good deal more work. There are different methods of advertising, and we can advertise by posters.

Mr. PUGH. Do you mean to say you are carrying it to that extreme?

Mr. KIMBALL. He carries it to that extreme.

Mr. PUGH. To advertise for 5 cents' worth of anything?

Mr. KIMBALL. No matter what it is, he says you must advertise.

Mr. HEMENWAY. Do you purchase items as low as 5 cents?

Mr. KIMBALL. Oh, yes; we purchase items—sometimes a box of matches is wanted.

Mr. HEMENWAY. Do you advertise for a box of matches?

Mr. KIMBALL. We do not advertise in a newspaper, but we stick up a poster.

Mr. HEMENWAY. Do you stick up a poster when you want to buy a box of matches? Do you advertise that?

Mr. KIMBALL. I can not say that we have in any particular instance advertised for a box of matches.

Mr. HEMENWAY. Do you buy matches by the box?

Mr. KIMBALL. Not generally; but they are in a life-saving station, and a box of matches may be wanted.

Mr. HEMENWAY. I am not asking what may happen. I am asking what does happen. What is the lowest amount in dollars and cents you have advertised for?

Mr. KIMBALL. I could not tell you; but probably as low as 50 cents, or lower.

Mr. HEMENWAY. How would you advertise for a 50-cent item?

Mr. KIMBALL. How would I advertise? Our custom in such a case is to stick up posters on the door of the station or at the post-office if it is near a post-office.

Mr. HEMENWAY. Is it not true that rule only goes to the extent that where a purchase of any size is made that you must advertise before making a purchase?

Mr. KIMBALL. No, sir; the rule goes to the extreme, as I tell you.

Mr. PUGH. Will you furnish us a copy of his decision?

Mr. KIMBALL. I think I can do so.

Mr. PUGH. I wish you would do that.

Mr. HEMENWAY. What was the custom of this office prior to that decision; what would you buy without advertising; to what extent would you purchase without advertising for bids?

Mr. KIMBALL. Usually to \$100 and under. You see we advertise, in the first place, for annual supplies of about what we think we will need for the year—newspaper advertising; and during the course of the year at all the stations there may be something wanted that has not been put in, and then again exigencies arise in which there will be need of something not contained in our list. In that case we have been in the habit, if they are small items, of purchasing them in the open market, but now the decision is we must advertise.

Mr. HEMENWAY. I will ask you if the decision of the Comptroller does not go to this extent: That where an emergency exists and in your opinion an article ought to be purchased in the open market you have the right to go on the open market and purchase it?

Mr. KIMBALL. No, sir. He stated in his opinion virtually this: That it is no matter if an article to be purchased costs less than it does to advertise, he interprets that we must advertise, and he goes to that extent and says the law leaves no discretion; no matter what the expenses are we must follow the law.

Mr. PUGH. The object is to induce you to buy in large quantities as a matter of economy, is it not?

Mr. KIMBALL. No; that is not the object. His object is simply to require the law to be obeyed, as I understand it.

Mr. LIVINGSTON. The question is why the law was enacted.

Mr. KIMBALL. Well, I do not know. It is an old statute. You have the Revised Statutes, 3709, and the only exigency that he recognizes is the exigency of time. The only question is whether there is time to advertise, and the amount has nothing to do with it, he says.

Mr. LIVINGSTON. I do not think it is necessary, and I am satisfied that the Comptroller will not say that it is necessary for you to go to the extent of advertising for a box of matches.

Mr. KIMBALL. He says if the law is not right you must alter it.

Mr. LIVINGSTON. How would it do to put in there that "all purchases below a certain amount?"

Mr. KIMBALL. That is done in connection with the Interior Department and some other departments. The Interior Department is exempt, I think, up to \$500, and I am sure the War Department is, up to \$100, and the exemption of \$100 would be very well. Comptroller Bowler, the predecessor of the present Comptroller, took a different view of the case. He thought Congress never intended to bring it down to insignificant articles; but this Comptroller overruled it and criticised the former decision.

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Mr. HEMENWAY. You say the result of the Comptroller's decision adds to the work of your office?

Mr. KIMBALL. Yes.

Mr. HEMENWAY. To what extent?

Mr. KIMBALL. Well, to a considerable extent.

Mr. HEMENWAY. How many articles have you to purchase this year below \$50 in value for which you had to advertise?

Mr. KIMBALL. I could not tell you.

Mr. HEMENWAY. You can give us an estimate?

Mr. KIMBALL. In the service not for which I would prepare advertisements altogether myself.

Mr. HEMENWAY. I am speaking of the work of your office—what would it add to the work of your office? How many articles this year falling below \$50 in value have you purchased and advertised for, so as to result in an increased work of your office?

Mr. KIMBALL. I could not tell you. It has made a change in our method of doing business. In the letters we are accustomed to send out, etc., it has made some considerable additional work, but there are a great many other things which make additional work, such as are required by the additional number of stations we have.

Mr. HEMENWAY. As a matter of fact, the changing of the Comptroller's decision has not—

Mr. KIMBALL. It has not been sufficient to make it necessary to have a new clerk for that purpose alone. That is only an item that happened to come in my mind for the moment. It has given an increase of work, but the great increase of work come from a number of circumstances. An \$1,800 place is desired not only because we need an additional clerk, but in order that we may give our bookkeeper, who is a competent man, something approaching the amount that is paid to other people occupying analogous positions in the departments. There is no man in the whole department doing that work who receives as low a salary as he does.

Mr. HEMENWAY. Then the object is not so much to secure an increased force, but to secure an increased salary for this gentleman whom you think deserves it?

Mr. KIMBALL. No; my principal object is to secure an increased force, but this is an incidental object, and besides that I am losing my clerks. I have lost six clerks within the last two years because the other offices come and take my men away from me after they have become useful to me. This very man they have been after him to go to another position where they will give him more pay.

Mr. HEMENWAY. He is a clerk of class 3 now?

Mr. KIMBALL. Yes.

LIGHT-HOUSE BOARD.

STATEMENT OF CAPTAIN THOMAS PERRY, NAVAL SECRETARY.

Mr. HEMENWAY. I notice the only change in your estimate is that you ask for an additional clerk at \$840. Now, will you please explain to the committee the necessity for this additional clerk?

Captain PERRY. The work is growing, and has been for a couple of years, and we really need two clerks. We asked for two—we asked for one at \$840 and one for \$720—and in the Secretary of the Treasury's Office they cut out the \$720 and approved it for \$840. He is particularly needed in keeping up the indexes, which are very much behind.

Mr. HEMENWAY. You are up in your work other than the indexes?

Captain PERRY. We are not up.

Mr. HEMENWAY. You think it is absolutely necessary to have this man?

Captain PERRY. We think it is absolutely necessary. We have had the assistance of outside people for a portion of the last year, but we have lost all of them, as they have gone away.

Mr. HEMENWAY. You are not up with your work, and you can not keep the work up without the additional clerk?

Captain PERRY. That is it, sir.

Mr. TAYLOR. Is not your work increasing greatly?

Captain PERRY. It is increasing greatly.

Mr. TAYLOR. I mean in the last two years?

Captain PERRY. Yes, sir; in the last two years. It was advanced during the Spanish war greatly and new work came along and it seems to be increasing.

BUREAU OF STATISTICS.

STATEMENT OF MR. O. P. AUSTIN, CHIEF OF BUREAU OF STATISTICS.

Mr. HEMENWAY. You request an addition of two clerks of \$1,000 each?

Mr. AUSTIN. Yes, sir.

Mr. HEMENWAY. That is the only change you make in your estimates?

Mr. AUSTIN. In addition to that there is a request for an increase in the amount to be appropriated for the study of internal commerce. The increase of clerks I have asked because of the very rapid increase of late in demands upon the bureau for information with reference to our foreign commerce, and especially by reason of the developments of the last two years—our commerce with Cuba, Puerto Rico, Hawaii, and the Philippines, and their general commerce and commercial possibilities. There is a constant demand from all parts of the country for information in regard to them, and I have prepared during the year several publications on that subject, publishing them in a monthly summary, and am now preparing regularly each month a statistical statement, tables, of our commerce with those islands in detail—just as much in detail as I do with the commerce of other larger countries of the world and with as much detail as in reference to the outside foreign commerce, so that of itself requires a very material increase in the work of the office, and the constant demands for that information, I think, fully justifies it and makes it almost absolutely necessary.

Then the very great demand for information with reference to our commerce with Asia, Oceania, and Africa, and the parts of the world in which there are special efforts to extend our commerce and where it is very rapidly extending. It also requires constant additional research and special compilation. The commercial people of the country are calling upon us constantly for special statements about the exports of individual articles, and in order to answer those it is necessary to make special research and weed through our earlier publications to get a comparative statement, which do not appear in our regular publications, but they are simply responses to requests for this specific information, and so the amount of labor that is added is not shown on the surface. I may say, by the way, an indication of the increased labor which goes into our work and publications—that the number of pages in the monthly summary which appears consecutively from month to month—that the total number of pages in the year was about 3,600, as against 350 ten years ago and 1,600 in 1896, showing the very rapid growth and the necessity for publishing the more detailed statements.

Mr. LIVINGSTON. Why do not you ask for some more clerks? You have outlined work enough for 20.

Mr. AUSTIN. I would be very glad to have them.

Mr. LIVINGSTON. You ask for two clerks, and you want them badly?

Mr. AUSTIN. I do; very badly.

Mr. HEMENWAY. The next item, for the payment of the services of experts, and you add the words "including the purchase of necessary books, maps, and drawing material."

Mr. AUSTIN. Let me say to Mr. Livingston I did ask for three, but after it filtered through the Secretary's office it was made two. Now, in reference to that, there has been, as you of course know, during several years a regular appropriation of \$2,000 annually for gathering information on internal commerce; way back it used to be \$20,000, and then it dwindled down to \$4,000 and \$5,000, and now it is \$2,000. Formerly that was used in the purchase of monographs, those that somebody got up on a particular subject, and that is about all that it has accomplished. It seems to me it is practical to take that money and try to bring together the statements which are prepared by the great commercial bodies of the country regarding the concentration at points of our products of agriculture and mines; by also taking advantage of the statistics of railways, which show—

Mr. HEMENWAY. Pardon me, but you propose to take this \$6,000 to secure the services of experts?

Mr. AUSTIN. Yes.

Mr. HEMENWAY. Now, you would employ them without regard to civil-service rules?

Mr. AUSTIN. I would be very glad to have it that way, but if they could be employed under civil-service rules I should prefer that. You would be astonished at that.

Mr. TAYLOR. I am glad to hear it individually, for my thoughts are like yours in that regard,

Mr. HEMENWAY. It is absolutely necessary to have \$4,000 additional money to employ experts?

Mr. AUSTIN. I do; if my plan of taking advantage of the work of the great chambers

of commerce and boards of trade and transportation and digest them is worth anything at all it is necessary to have that much additional.

Mr. HEMENWAY. How have you expended the \$2,000 appropriated last year?

Mr. AUSTIN. In beginning studies of that kind. I have prepared by commencing a study of the production and concentration, transportation and redistribution of breadstuffs and coal, and a new one on iron is at hand, and when I cover breadstuffs, coal, iron, lumber, cotton, and provisions, then the great points of concentration in the West and the great points of distribution in the East and transportation lines, then I will have a basis upon which to present systematic regular monthly statements of the concentration, transportation, and distribution.

Mr. HEMENWAY. How do you go about that; do you employ one man or two men?

Mr. AUSTIN. I have now simply one man, because this is all the money I have.

Mr. HEMENWAY. What do you pay him?

Mr. AUSTIN. I buy the matter from him and it amounts to \$1,500 or \$1,600 a year. We ought to have additional to answer in the way of such expenses as may be necessary in the matter of travel.

Mr. HEMENWAY. So virtually your \$2,000 goes to one man?

Mr. AUSTIN. Yes.

Mr. HEMENWAY. And if you had this increase of \$4,000 you would be in a condition to employ two more men?

Mr. AUSTIN. Yes; probably three men, because I should give less expensive assistants to him. I would like to say, just with reference to this request, if it could be put in such shape that I could use not exceeding \$500 for the purchase of books.

Mr. HEMENWAY. Let me call attention to the fact that there is an appropriation for the purchase of newspapers, law books, directories, etc., of \$1,000—

Mr. AUSTIN. Yes; but that does not do me apparently any good, because the commercial books I have to have, the books on the commerce of the world, and annual volumes and things of that kind differ so much from a directory and law books that I have not been able, in fact, to get anything.

Mr. Austin submitted the following paper:

"I have asked that the working force of the Bureau of Statistics be increased by two clerks of Class E, and that the appropriation for obtaining special information regarding internal and foreign commerce be increased to \$6,000; also that I be permitted to expend a sum not to exceed \$500 in the purchase of necessary books, maps, and drawing material.

"My reason for asking the additional clerks is the rapid enlargement of our foreign commerce, the increased demand for information upon this subject, and the consequent increased labor of the office, both in its official publications and the special compilations made necessary. There is a constant increase in the number of articles enumerated in our import and export statement, and especially in the detailed statements showing the countries of origin or destination, and this creates a steady growth in the labor of the Bureau. In addition to this, however, there has been an unusual increase in the demand for information during the past year with reference to the commerce and commercial conditions of the islands with which we have come into closer relations and the countries in which our commerce is now being rapidly extended.

The demands for this information have required a large increase in the labor of the Bureau, both in regular monthly statements regarding our commerce with Cuba, Puerto Rico, Hawaii, and the Philippines in detail and in special publications touching the commerce of China, Japan, Asia, Oceania, Cuba, Puerto Rico, Hawaii, and the Philippines, the British West Indies, Central and South America, and Africa. As a result, the monthly publications of the Bureau contained in the last fiscal year over 4,000 pages of printed matter, against 1,650 in 1896 and 375 pages in 1889. The number of special statements regarding our exports to various ports of the world, prepared in answer to mail and telegraphic inquiries, is constantly and rapidly increasing. This great increase in the demands upon the Bureau, which has been more strongly marked during the past year than in any preceding year, absolutely requires some additional clerical labor, and this, it seems to me, is fully justified by the fact that, with the exception of the translator granted by the appropriation bill of last year, has not been increased for nearly twenty years, the number now being 10 per cent less than in 1882, 1883, and 1884, and precisely the same as in each year since 1886, with exception of the translator already mentioned.

It is my desire to not only keep the work of the Bureau up to its present standard, but to provide for the preparation of a statistical abstract of the world. The growing demand for information regarding the commerce of all nations and the share which each one has in the interchange of the world's products almost necessitates the preparation of a work which shall be to the commerce of the world what our own

Statistical Abstract is to the commerce of the United States; and this, I believe, can be prepared by the Bureau if the additional clerical force asked is granted.

My request for an increase in the sum allotted for gathering information regarding internal commerce is based upon a desire to organize a systematic study of this subject and monthly compilations of data regarding movements from section to section of the great articles entering into our commerce. The commercial bodies of all the great business centers keep elaborate and fairly accurate statements of the receipts and shipments of the great staples, such as breadstuffs, provisions, coal, iron, lumber, cotton, etc. The railroads also have considerable accessible data regarding the movements of these great staples, as have those engaged in the carrying trade of the Great Lakes.

I believe that it is practicable to bring together these data and, by digesting, arranging, and tabulating it, present each month a fairly accurate picture of the concentration of the great natural productions at certain business centers and their movements to other centers for distribution. This work has already been begun under the approval of the Secretary of the Treasury and studies have been made regarding the production, concentration, transportation, and redistribution of the various classes of breadstuffs, coal, and iron, and is to continue with reference to lumber, cotton, provisions, and other great staples, and, through cooperation with the commercial bodies and transportation systems establish, as far as practicable, a system by which the concentration movement and redistribution of the great articles which enter into our internal commerce can be shown; and it is for the purpose of obtaining expert service in this work that the increased appropriation is asked.

I have requested that a small proportion of the sum allotted for internal commerce be made available for the purchase of books, maps, etc., the sum not to exceed \$500, and be utilized under proper control of the accounting officers of the Treasury. While in former years the appropriations for internal commerce have been available for this purpose, recent rulings of the Treasury Department have prohibited the use of any part of the appropriations of the present year for this purpose, and, as a consequence, I have been unable to make purchases of any books, however much needed in my studies of the commerce of the world. The Bureau obtains by exchange the statistical reports of the various foreign countries, but there is an absolute necessity for taking advantage of the work of students of these great subjects in all parts of the world, and if the work of the Bureau is to be maintained at its present standard it is absolutely necessary that a small sum shall be available for the purchase of publications of this character.

SECRET SERVICE DIVISION.

STATEMENT OF MR. JOHN E. WILKIE, CHIEF OF THE SECRET SERVICE.

MR. HEMENWAY. I see the only change in your estimate is the recommendation for increase of the salary for the chief from \$3,500 to \$4,000, and for the chief clerk from \$2,000 to \$2,250?

MR. WILKIE. Yes.

MR. HEMENWAY. We will be glad to hear your statement.

MR. WILKIE. I am responsible for one of those recommendations, and that is in regard to my chief clerk. The recommendation as to my own increase was voluntary by the Secretary, and I had nothing to do with that. I can say for Mr. Moran, my chief clerk, the position is well worth what I recommend. He is really acting chief in my absence, and he has been in that division for eighteen years. He has charge of all the office routine, with which I try not to worry myself at all, and in my absence he acts as chief and is really an assistant rather than a chief clerk. I made the recommendation because during the past year we have had a number of very interesting and arduous cases, and I liked his conduct of the office so well that I thought it a well-merited advance if I could obtain it for him. As far as my own salary is concerned I have nothing to say, as the Secretary has made this recommendation.

MR. LIVINGSTON. You mean Mr. Vanderlip's recommendation?

MR. WILKIE. I heard that from the Secretary.

MR. PUGH. How long have you been in the service?

MR. WILKIE. I went in February two years ago.

MR. PUGH. From what State did you come here?

MR. WILKIE. From Illinois.

MR. LIVINGSTON. I spoke of the salary of the chief clerk as being recommended by Vanderlip and not yourself?

MR. WILKIE. I made it when the appropriations estimate went down from my division. I really suggested an advance of \$500 for Mr. Moran, and then when they

were preparing the estimates we went over to the Secretary's office and Secretary Vanderlip called me down and talked it over, and said that if we asked \$500 we might get \$250, but if we asked for what we really wanted—\$250—we might get it, so it came down in that form. The recommendation I made to the Secretary's office was for \$500. I only say, as far as my salary is concerned, the position used to pay \$4,500 and was cut down by Mr. Brooks, who was chief of the division, when they ran short of money. The chief's salary used to be paid from a lump appropriation of \$100,000. Then subsequently there were two appropriations made, one in the legislative and one in the sundry civil bill, and when the subject came up affecting the salaries for the office they fixed the chief's salary at \$3,500, to which he had voluntarily cut it when they were short of money.

OFFICE OF CONSTRUCTION OF STANDARD WEIGHTS AND MEASURES.

STATEMENT OF MR. HENRY S. PRITCHETT, SUPERINTENDENT COAST AND GEODETIC SURVEY.

MR. HEMENWAY. You recommend an increase of two salaries—one adjuster, who has been receiving \$1,500, to \$1,800, and one verifier, for whom you recommend an increase of \$300. Please state the reason why these salaries should be increased.

MR. PRITCHETT. My habit has been in the Coast Survey to recommend increased salaries in very few cases. Those are almost the only ones in which it seemed desirable to do it. Those are the cases of two men who are experts and who have been there a long time in the Department, whose services are so valuable we find it difficult to keep them; and in addition, this being a very small bureau, you see, of course there is no chance for promotion, and those are two instances in which, it seems to me, it is entirely justifiable that they should receive the slight increase. I would be very glad if you find it possible to do it. Both are scientific men of high character, and in a bureau where there are only eight men of course there is no opportunity for promotion. That is the ground on which I recommended those two, the only cases in the whole Coast Survey connection in which I have recommended increases, and I hope you will find it possible to do it, because, as I say, there is no chance for promotion of those men in a small bureau like that.

MR. HEMENWAY. It is not possible to decrease your force?

MR. PRITCHETT. No, sir.

MR. PUGH. How long have these two men been in your service?

MR. PRITCHETT. One about nine years, the adjuster, and the verifier about four years.

MR. PUGH. At what salary did the one who has been in nine years enter the Bureau?

MR. PRITCHETT. The salary has been always \$1,500. He was in the service earlier, but in a different capacity, since 1890—I think possibly he came here—and he has been in this place, and of course he has had no increase of salary.

MR. PUGH. Has his duties become more onerous?

MR. PRITCHETT. Yes, sir. To illustrate: In a single case under this man last year came an examination of all the polariscopes. We took up year before last an examination of the polariscopes used in the custom-houses of the United States. They never had before that been corrected for the temperature of the room. That resulted in an increase of \$180,000 in customs receipts on sugar alone. That single inquiry and the work on that account which has been thrown on the Bureau has multiplied five times over. We have been simply overwhelmed with the work we have, and it is with the greatest difficulty we keep up with it.

MR. PUGH. Where was that particular work done before?

MR. PRITCHETT. It never had been done, and no correction had been given to the polariscopic observations heretofore as far as the temperature was concerned. Naturally the people who had sugar to import made the observation at the temperature which suited them best.

MR. PUGH. You say that amounted to that much in a year?

MR. PRITCHETT. Yes, sir. That is approximately the amount which the change in applying the correction accounted for. The Government has since been sued for the money and won its suit. Of course the parties did not want any correction made. It is possible by varying the temperature of the room to make it read quite differently; therefore it was necessary to reduce it to a standard temperature. If you have your sugars tested at one temperature when it is in another place it should be reduced to a corresponding temperature, we were never applied to that before for the correction of the polariscopes.

MR. PUGH. Have you any idea how long the Government has suffered a loss by reason of these errors?

Mr. PRITCHETT. No; the matter is one which came up incidentally. We never had occasion to go into the work before, nor had the matter of the regulations of the instruments which are used by the Government ever come to the Bureau of Weights and Measures before. We are doing it now and it is an enormous increase.

Mr. HEMENWAY. You recommend here the adjuster and also a verifier?

Mr. PRITCHETT. That is the adjuster of whom I have just spoken. The verifier is a similar case. He is a man who is practically the expert electrician of the department of weights and measures. We have there not only the standard of length—the standard yard—but also the electrical standard, and if a man wants a standard ohm or a standard of resistance of any sort we furnish them with that standard, or the yard, or meter, or pound.

Mr. HEMENWAY. Do I understand you to say you are in danger of losing the services of these men?

Mr. PRITCHETT. Both of these men have offers to go away, as I understand, but of course that is not the ground of this recommendation. It is simply a matter of justice, as there is no other way of promoting them, the Bureau being so small a bureau, and this has been recommended many times, and I hope very much you will find it possible to do so at this time. I am myself very slow in recommending an increase of salary and I have done so in very few cases.

OFFICE OF THE DIRECTOR OF THE MINT.

STATEMENT OF MR. GEORGE E. ROBERTS, DIRECTOR OF THE MINT.

Mr. HEMENWAY. I notice that you ask for two clerks of class 2 in place of one, and then you decrease the number of clerks of class 1 from four to three. You seek to promote one clerk?

Mr. ROBERTS. We want to get a more competent person for that work. We want one who can be a bullion computer. We have not really anybody to be promoted, but we will transfer and get one better qualified for that particular work we want, and we can hardly do it for that pay. You see every deposit of bullion in any mint or assay office is computed again in this office as a check against all the other offices, and that work is constantly increasing as the deposits of bullion increase.

Mr. HEMENWAY. Then, I understand you do not desire to promote a clerk, but it will result in one clerk going out of service and a new clerk coming in—a \$1,400 clerk?

Mr. ROBERTS. We want to get another one whom we can use for this higher-class work.

Mr. HEMENWAY. Then you recommend an increase of salary for your translator from \$1,400 to \$1,800—a \$400 increase.

Mr. ROBERTS. Well, we find it very difficult to get a man for \$1,400. We have had four. We tried three new ones in the last year and have not got anybody now.

Mr. HEMENWAY. Do you get these people through the civil service?

Mr. ROBERTS. Yes.

Mr. HEMENWAY. It would make no difference if the amount of the salary was \$2,000, you would get the same sort of man again?

Mr. ROBERTS. They will not stay. They will not apply when they find what the salary is.

Mr. HEMENWAY. You have had a competent man?

Mr. ROBERTS. Yes; I had a competent man this year, but he got \$2,000 from a private concern somewhere, and left us after fourteen days' trial.

Mr. HEMENWAY. You said you have had three different men this year.

Mr. ROBERTS. Yes.

Mr. HEMENWAY. Were the other men you had competent?

Mr. ROBERTS. No; they were not. We have not anyone now.

Mr. HEMENWAY. Can you get along without anyone?

Mr. ROBERTS. Not very well; no. A great many of our papers come in foreign languages, and we receive foreign periodicals which we desire to have read. In fact, he is the only translator in the Department, and he does the work for the Secretary's Office also.

Mr. HEMENWAY. Of the whole list you have received from the civil service only one you found to be competent, and you could not keep him on account of the salary?

Mr. ROBERTS. Yes; it is really a position that requires considerable ability, and the man ought not only to be translator, but he ought to have some knowledge of political economy. The ordinary translator who could read French and German has no knowledge of the terms of political economy at all, and makes a very poor job of it. It is special work largely.

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Mr. HEMENWAY. Then for one assistant in the laboratory you ask an increase from \$1,000 to \$1,500.

Mr. ROBERTS. I would like very much to see him promoted. He has been in the Bureau how long, Mr. Preston?

Mr. PRESTON. Ever since 1883, I think.

Mr. ROBERTS. He is a skilled assayer, and in comparing the work he does with the \$1,000 clerks in the Bureau it does not seem just at all to him. For a man who lives in Washington, it is small pay for a skilled position.

Mr. HEMENWAY. We will go to page 85, to the item of freight on bullion and coin by registered mail or otherwise between mints and assay offices. You had last year \$50,000, and I believe you had in the urgent deficiency bill \$50,000 more. You ask now for \$100,000 for 1901. Now, please explain to the committee about this large increase of freight on bullion.

Mr. ROBERTS. It is on account of the increase of the deposits at the assay offices, which must be transported to the mints at the expense of the Government.

Mr. HEMENWAY. Can you tell about what the increase has been in bullion? I would like, Mr. Director, if you will furnish us the amount of bullion transported from each of the assay offices in the country, and the freight paid.

Mr. ROBERTS. Yes; by letter? (See page 88.)

Mr. HEMENWAY (continuing). So we may see without any trouble the expense of these new assay offices, taking them all. You can have that down here in a day or two?

Mr. ROBERTS. Oh, yes. I might mention, in passing, that the new assay office at Seattle, the shipments from there have been \$12,000,000 in the last six months, and at \$1.50 a thousand it is \$18,000 on that item.

Mr. HEMENWAY. I would like to have that from the different offices, so we can understand where the increase comes in, and, in addition to giving the amount, give the increase over last year, making comparisons of, say, three years.

Mr. ROBERTS. Yes.

MINTS AND ASSAY OFFICES.

MINT AT CARSON CITY.

Mr. HEMENWAY. Now, for the mint at Carson City, Nev., on page 109, we had this language last year:

"If, in the discretion of the Secretary of the Treasury, the mint at Carson City, Nev., be not operated as a coinage mint during the whole or any part of the fiscal year 1900, the foregoing appropriations for said mint shall only be available during the fiscal year 1900, or such part of said year as the said mint is not operated for coinage purposes, for maintaining the same as an assay office and as follows."

Now, was there any coinage in the Carson City mint during the last year?

Mr. ROBERTS. No, sir.

Mr. HEMENWAY. Then you only paid there the expenses necessary for an assay office?

Mr. ROBERTS. Yes, sir.

Mr. HEMENWAY. Which was \$2,000—

Mr. ROBERTS. That is this present year, you know.

Mr. HEMENWAY (continuing). Two thousand dollars for the assayer in charge; assistant assayer and one clerk, at \$1,500 each; for wages of workmen and watchmen, \$7,500; for incidental and contingent expenses, \$3,000; in all, \$15,500. Now, will \$15,500 cover all the expenses of the Carson mint this year?

Mr. ROBERTS. I think so; yes, sir.

Mr. HEMENWAY. I notice you estimate this office as an assay office and not as a mint.

Mr. ROBERTS. Yes, sir.

Mr. HEMENWAY. It will be used as an assay office during the year 1901?

Mr. ROBERTS. Yes. And the machinery has been shipped out and divided among the other institutions.

Mr. HEMENWAY. What reason have you to offer for not operating it as a mint during the fiscal year 1900?

Mr. ROBERTS. The location is not convenient for operation as a mint. It is too near to the San Francisco mint. It receives very small deposits of bullion. We would have to ship the bullion there at Government expense in order to operate it, and then ship the bullion away again. The bullion will go to San Francisco at the expense of the individual owner, and it costs very much less to do the work of coinage by doing it at the San Francisco mint, which involves only the addition of perhaps a few laborers, while at the Carson mint we would have to maintain the whole organization of a mint to do a very small business.

Mr. HEMENWAY. What additional cost per thousand silver dollars is to be added if the bullion was sent to Carson and it was operated as a mint? Can you speak of that with any degree of accuracy?

Mr. ROBERTS. Mr. Preston thinks it is \$7 a thousand.

MINT AT DENVER, COLO.

Mr. HEMENWAY. Go to the mint at Denver, Colo. I see there they ask for some changes which results in the addition of one clerk. We will be pleased to hear you if you have any reasons to give for the change.

Mr. ROBERTS. It is owing to the increased business of that office. The receipts of that office have trebled in the last three years.

Mr. HEMENWAY. The shipping clerk at \$1,200 is the only additional employee; the other recommendations are increases of salary?

Mr. ROBERTS. Yes; there is only one new clerk.

Mr. HEMENWAY. And that is the shipping clerk at \$1,200?

Mr. ROBERTS. Yes, sir.

Mr. HEMENWAY. What do you know as to the necessity of having this new clerk?

Mr. ROBERTS. Well, the reason I have given, the very large increase of business there and they are making about three shipments a week of about \$140,000 each and this man's business would be to take charge of this.

Mr. HEMENWAY. You ask for wages of workmen the same, and for incidental and contingent expenses \$2,000, that is the same as last year?

Mr. ROBERTS. Yes.

MINT AT NEW ORLEANS, LA.

Mr. HEMENWAY. The next is the mint at New Orleans. There is no increase in the recommendation for salaries or employees, but I see for wages of workmen and adjusters you increase from \$30,000 to \$150,000. Please explain to the committee the necessity for this large increase on the wages of workmen.

Mr. ROBERTS. For wages of workmen \$30,000 was for the year the mint was idle, or idle most of the year. This is putting it back to about what it was when it was in operation before.

Mr. HEMENWAY. That mint has not had more than \$74,000 for wages of workmen since 1891?

Mr. ROBERTS. It has been spending more, but it has not been in the appropriation. It has been paid out of the permanent appropriation for the coinage of silver dollars. There is a general appropriation and we have made up what is short.

Mr. HEMENWAY. Can not it be taken care of in the same way now?

Mr. ROBERTS. It could be, yes; but we would rather have the appropriations by Congress to work to than to have the responsibility upon us.

Mr. HEMENWAY. Under what statute were you permitted to pay out of other funds for wages of laborers?

Mr. ROBERTS. The act of July 14, 1890.

Mr. HEMENWAY. The Sherman silver act?

Mr. ROBERTS. Yes, sir.

Mr. HEMENWAY. Now will the work you are going to do be under that act and be properly chargeable to it.

Mr. ROBERTS. Well, it may be charged but it is leaving it entirely with the Bureau, and we should prefer to have the appropriation made more direct.

Mr. HEMENWAY. If we should continue the appropriation of \$30,000 the remainder of expenses for wages of workmen can be taken care of under the provision of the Sherman law?

Mr. ROBERTS. It will be; yes, sir.

Mr. LIVINGSTON. Is there any additional cost in Government bookkeeping?

Mr. ROBERTS. No; there is no difference; but it only looks as if Congress had estimated that it would cost \$30,000 and the Bureau had made it cost very much more in excess of that, and we do not like to have it appear that way. We would like to have it understood what it is going to cost and to have it approved by Congress.

Mr. TAYLOR. You would rather have the bookkeeping show the truth?

Mr. ROBERTS. Yes.

Mr. HEMENWAY. When you observe the law Congress knows they have authorized this expenditure by the passage of the Sherman Act, so you are not doing anything that is not authorized by Congress and understood by Congress. It is a permanent appropriation, as suggested by the clerk, made by Congress, just the same as a special appropriation.

Mr. ROBERTS. Well, that is all true. I do not question that at all.

Mr. HEMENWAY. The next item is for incidental and contingent expenses, and you

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add the words "new machinery," and you increase it from \$50,000 to \$60,000. I will ask you if this expense has been taken care of in the same way.

Mr. ROBERTS. Yes; it has.

Mr. HEMENWAY. And it can be taken care of in the same way for the next fiscal year?

Mr. ROBERTS. Yes.

Mr. HEMENWAY. We would be really duplicating the appropriation if we followed out your recommendations here:

"For the coinage of silver bullion \$250,000 was estimated as the amount required for the service for the year 1901."

So it would not be proper at all to add this amount here.

Mr. ROBERTS. We can not do that in Philadelphia, because we are not coining silver dollars, but we have done so in the past.

MINT AT PHILADELPHIA, PA.

Mr. HEMENWAY. We will take up the item for the Philadelphia mint as that comes along. The first change there is the bookkeeper, at \$2,500 instead of \$2,000.

Mr. ROBERTS. That man is the head bookkeeper at Philadelphia, which is our most important institution and does an enormous business, and it is a very responsible position. It has been recommended for several years that that man be allowed a salary of \$2,500, and I have repeated the recommendation this year.

Mr. HEMENWAY. For wages of workmen at Philadelphia you increase from \$300,000 to \$400,000.

Mr. ROBERTS. We had two appropriations last year. We had a second appropriation of \$250,000 for a special appropriation for coinage—

Mr. HEMENWAY. For 1899—

Mr. ROBERTS. Yes. That was not for the Philadelphia mint, but for the Mint service.

Mr. HEMENWAY. You had in 1899 \$250,000, which supplied all the mints?

Mr. ROBERTS. And that we apportioned.

Mr. HEMENWAY. Was that money used in Philadelphia during the fiscal year 1900 at all?

Mr. ROBERTS. No; it was spent last year.

Mr. HEMENWAY. Will there be a deficiency at the Philadelphia mint this year?

Mr. ROBERTS. Yes, sir.

Mr. HEMENWAY. How much?

Mr. ROBERTS. We have not carefully calculated that, but I think it will be \$75,000.

Mr. HEMENWAY. You had better calculate it carefully and send the information down to the committee, so we will have more accurate information as to the amount necessary for the fiscal year 1901.

Mr. ROBERTS. Last year, 1899, for wages of workmen on the regular appropriation, \$250,000. Then we apportioned to that mint out of the \$250,000 appropriation \$144,755.23, which we altogether spent for workmen last year there.

Mr. HEMENWAY. That is for the fiscal year 1899?

Mr. ROBERTS. Yes. About \$390,000 altogether, and we ask for \$400,000 this year.

Mr. HEMENWAY. You think this year there will be some \$390,000 spent for wages of workmen, and you ask for the fiscal 1901 \$400,000.

Mr. ROBERTS. The work of the institution is increasing all the time.

Mr. HEMENWAY. For incidental and contingent expenses, including new machinery and repairs. Why do you use the words "new machinery?"

Mr. ROBERTS. We want to buy some new machinery.

Mr. HEMENWAY. Under this appropriation for contingent expenses have you purchased new machinery in the past?

Mr. ROBERTS. We have; yes, sir.

Mr. HEMENWAY. Then why add the words "new machinery" if you have been buying machinery from this appropriation?

Mr. ROBERTS. As an explanation for asking more money.

Mr. HEMENWAY. You had this, too. You strike out "gold and silver, wastage of," and you insert "smelters and refiners' waste and loss on sales of sweeps arising from the manufacture of ingots for coinage, and wastage." Why should that change of language be made?

Mr. PRESTON. It is simply this; the smelters and refiners' wastage, and also on the sale of sweeps, etc., occurring in the refinery, are paid from the charges for parting and refining, and the manufacture of ingots is entirely separate and distinct from that and could be paid for out of the regular appropriation. The law provides that charges for parting and refining shall equal the expenses, including the wastage, but

after it leaves the refinery it is refined bullion and the loss then would be in the manufacture of ingots for coin.

Mr. HEMENWAY. How have you taken care of these losses before?

Mr. PRESTON. We have done it generally from the contingent, except that which occurred in parting and refining.

Mr. LIVINGSTON. Do I understand you to say there is a loss not covered in the original language here, loss on sale of coinage sweeps, at the bottom of that section?

Mr. ROBERTS. That does not cover the loss on smelter and refiner's wastage.

Mr. LIVINGSTON. Is that the point you are making?

Mr. ROBERTS. Yes.

Mr. HEMENWAY. I asked you how this loss has been taken care of before?

Mr. PRESTON. That occurring in the manufacture of ingots had been taken care of from the original regular contingent appropriation, but the accounting officer some years ago raised some question about it.

Mr. HEMENWAY. There has been no question raised recently about the right to take care of it under the present language?

Mr. PRESTON. Not under this language.

Mr. HEMENWAY. Under the language of the bill before?

Mr. PRESTON. Two years ago it was and we had to get a deficiency appropriation to cover this at New York.

Mr. ROBERTS. It applies only to the coiner's wastage?

Mr. HEMENWAY. Why is this increase from \$60,000 to \$100,000 for incidental and contingent expenses? Is it proposed to put some machinery in the new mint at Philadelphia?

Mr. ROBERTS. No; we want to buy some new machinery for our present mint and it will be available for the new mint later on, but this we want to get right away.

Mr. HEMENWAY. What is it you want to buy?

Mr. ROBERTS. We want some new coin presses and some new rolls and furnaces.

Mr. HEMENWAY. Will they cost \$60,000?

Mr. ROBERTS. Not those alone.

Mr. HEMENWAY. I would like for you to account, as near as you can, for the increase of \$60,000—what you propose to do with the money.

Mr. ROBERTS. We run short in the appropriation last year; we spent more than that, undoubtedly.

Mr. HEMENWAY. Why not put that in an itemized statement and send it to us?

Mr. ROBERTS. I can not give those items here, because we eke it out from two appropriations.

Mr. HEMENWAY. Will you be kind enough to put that in a statement for us and send it down here?

Mr. ROBERTS. I went over these items when the estimates were made, but since the notice of yesterday I have not had time to refresh my memory.

Mr. HEMENWAY. And also say in the communication, if you please, when you will be able to occupy the new mint.

Mr. ROBERTS. Yes.

Mr. HEMENWAY. And when you do occupy it, will it be necessary to put a complete new outfit in that mint? Give us your judgment in regard to that.

Mr. ROBERTS. Yes.

MINT AT SAN FRANCISCO, CAL.

Mr. HEMENWAY. Go to the mint at San Francisco, Cal. There is no increase recommended, I believe, on the salaries of the permanent force there. For wages of workmen and adjusters you increase from \$175,000 to \$200,000.

Mr. ROBERTS. We spent last year on wages of workmen there \$177,000.

Mr. HEMENWAY. Where do you get the \$2,000; you had \$175,000?

Mr. ROBERTS. From the general appropriation.

Mr. HEMENWAY. That is, from the \$250,000?

Mr. ROBERTS. Yes, sir.

Mr. HEMENWAY. How about \$175,000 this year; will there be a deficiency at San Francisco?

Mr. ROBERTS. I am not sure there will be.

Mr. HEMENWAY. Then there is no reason why the amount should be increased to \$200,000?

Mr. ROBERTS. The work of that mint is very largely liable to be increased this year by the deposits of gold from Alaska.

Mr. HEMENWAY. Do you anticipate any deficiency this year?

Mr. ROBERTS. I do not know that there will be.

Mr. HEMENWAY. You make the same change in the language there for incidental

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and contingent expenses which you make in connection with the Philadelphia mint, and I suppose you offer the same reasons for it?

Mr. ROBERTS. Yes, sir.

Mr. HEMENWAY. You increase contingent expenses there from \$40,000 to \$55,000; can you give us the reasons?

Mr. ROBERTS. I guess I had better write you in regard to that.

ASSAY OFFICE, BOISE CITY, IDAHO.

Mr. HEMENWAY. For assay office at Boise City, Idaho. There is one chief clerk at \$1,800 in the place of one clerk at \$1,400; simply an increase of salary, and you call him chief clerk in the place of a clerk. That is necessary, is it?

Mr. ROBERTS. Yes.

Mr. HEMENWAY. Your force there is very small?

Mr. ROBERTS. Yes; but it does a good deal of work. These deposits at Boise are of small character, as they are placer deposits, and there are a great many small deposits and a good deal of labor.

Mr. HEMENWAY. There is only the assayer and one clerk there. There would be an assayer and a chief clerk.

Mr. ROBERTS. The clerk at Helena has had \$1,800.

Mr. TAYLOR. I understand from Mr. Preston that the work of that office has trebled in three years?

Mr. ROBERTS. That is true.

Mr. HEMENWAY. There is no special reason for calling him a chief clerk; it is simply an increase of salary?

Mr. ROBERTS. I will tell you that is the title given to him by law—chief clerk—which says that the acting assayer in charge, in the absence of the assayer in charge, shall be a chief clerk, and that is the man who acts in the absence, and so we have given him the designation as given by law.

Mr. HEMENWAY. You say his business has increased in the last three years to what extent?

Mr. ROBERTS. Mr. Preston says it has trebled. I know it has very greatly increased, and I presume as much as he says.

Mr. PRESTON. There are a great many increases and there has been a gradual increase for a long while.

Mr. HEMENWAY. For wages of workmen and assistants—why do you add the words "and assistants?"

Mr. ROBERTS. Assistant assayer and assistant smelter. It reads as though it was assistant workmen, but that is not really intended.

Mr. HEMENWAY. It is in here for wages of "workmen and assistants."

Mr. ROBERTS. The words "and assistants" should come first. It is not really any change from what is done in the place; it is the people and paid from the same fund we had heretofore.

Mr. HEMENWAY. You have been doing right along what you seek to do by that change of language?

Mr. ROBERTS. Yes.

ASSAY OFFICE, CHARLOTTE, N. C.

Mr. HEMENWAY. Go to the office at Charlotte, N. C.; there is no change there. Is it necessary to make the appropriations that have been made in the past for that office?

Mr. ROBERTS. Yes, sir.

ASSAY OFFICE, DEADWOOD, S. DAK.

Mr. HEMENWAY. Deadwood, S. Dak.; there is no change in that except you want to add "including \$1,000 for rent of building." They are paying for rent of building now?

Mr. ROBERTS. Yes, sir.

Mr. HEMENWAY. Do you know whether the assay office will go in the public building which it is proposed to erect at Deadwood?

Mr. ROBERTS. I have not heard anything to that effect. I do not understand there is any provision made for it. Mr. Preston does not think any provision of that kind is being made.

ASSAY OFFICE, HELENA, MONT.

Mr. HEMENWAY. At Helena you make no change except a little decrease in the incidental expenses.

ASSAY OFFICE, NEW YORK.

Mr. HEMENWAY. For assay office at New York it is proposed to increase the salary of the register of deposits from \$1,250 to \$1,500 and the assayer's first assistant from

\$2,250 to \$2,500. Are there any special reasons you want to give for increasing these salaries?

Mr. ROBERTS. The assayer's first assistant there is a very competent man, and he has been in the service a long time, and it is a very important office.

Mr. HEMENWAY. Is he willing to continue in the service for \$2,250?

Mr. ROBERTS. Oh, I presume he is, but I would like to do my share toward getting justice for a good man.

ASSAY OFFICE, SEATTLE, WASH.

Mr. HEMENWAY. At Seattle, for chief clerk you estimate \$1,800 instead of \$1,500.

Mr. ROBERTS. Yes, sir; I have recommended that the chief clerk at Seattle and Boise receive the same salary received at Helena and Denver, which they have received for some time. That man at Seattle has an enormous amount of business under him during the busy season there.

Mr. HEMENWAY. That business has increased very rapidly, I understand?

Mr. ROBERTS. Very largely.

Mr. HEMENWAY. You ask an additional clerk at \$1,600, one at \$1,500, and one at \$1,400. Are those clerks absolutely necessary to transact the business there at the Seattle office?

Mr. ROBERTS. I consider they are. We have that many there doing business and we have asked a deficiency appropriation and it has been granted and it has passed the House; the entire appropriation for this year was exhausted by the 1st of January at this office.

Mr. PUGH. Are those three employees now engaged there?

Mr. ROBERTS. Yes, sir; they are.

Mr. HEMENWAY. And they are absolutely necessary to continue the work of the office?

Mr. ROBERTS. Yes, sir; they are. They will take in very likely \$20,000,000 this year.

Mr. HEMENWAY. You had in the deficiency bill, in addition to the \$18,000 given for the wages of workmen, \$17,000. You have used part of this \$17,000 for the salaries of three new clerks you ask for?

Mr. ROBERTS. Yes, sir.

Mr. HEMENWAY. And the balance of that goes to the workmen?

Mr. ROBERTS. Yes, sir.

Mr. HEMENWAY. For wages of workmen, rent, and contingent expenses we gave you \$18,000 last year, and it was all in one item. I notice now you ask that the item be separated; you pay for wages of workmen and assistants \$20,000, and for incidental and contingent expenses \$7,500. Now, are these amounts absolutely necessary to conduct that office next year?

Mr. ROBERTS. Yes, sir.

Mr. TAYLOR. I see this language, "for wages of workmen and assistants," the same as in the preceding clause that was discussed a short time ago. Does that apply as before? You mean assistants to the clerical force and not assistants to the workmen?

Mr. ROBERTS. Assistants to the workmen is incorrect as it stands there. They are assistants to the assayer, etc. In regard to those additions which are requested I would like to make a special appeal for two. One is for this man in the assay office in the city in the Bureau, the man who is a skilled assayer and has a salary of \$1,000 a year, I would like to see him get something and I have asked \$1,500 here and if he gets only \$1,200 it would be a great help to him. It has been asked I think for ten years.

Mr. TAYLOR. For this same man?

Mr. ROBERTS. Yes; a skilled man, supporting a wife and family in Washington, getting \$1,000 a year, and if he did not own a little place, and but for his family and all his associates being here, he would not stay. He could get more somewhere else, and then I think the chief clerk at the Seattle office ought to have that increase.

TREASURY DEPARTMENT, BUREAU OF THE MINT,
Washington, February 2, 1900.

Hon. J. A. HEMENWAY,

Committee on Appropriations, House of Representatives.

SIR: In compliance with request of the committee, made at a recent hearing given me in reference to the appropriations that will be required for the support of the Mint service for the fiscal year ending June 30, 1901, I have the honor to transmit herewith the following information called for:

First. Statement showing the amount and cost of transporting gold bullion from the mint at Denver, assay offices at Helena, Boise, Charlotte, St. Louis, Deadwood, Seattle, and New York to the mint at Philadelphia, and from the mint at Carson to San Francisco, for the fiscal years 1897, 1898, and 1899.

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Prior to June, 1899, the gold bullion deposited at the assay office at Seattle was shipped to the mint at Philadelphia at an expense of \$2.25 per thousand. It is now shipped to San Francisco at a cost of \$1.50 per thousand.

I would add, for the information of the committee, that for the first six months of the current fiscal year the deposits of gold bullion at Seattle approximated \$12,000,000, and there are substantial reasons for believing the deposits at that institution during the fiscal year 1901 will be fully \$20,000,000.

I also inclose herewith detailed statement covering the estimate submitted for appropriation for contingent expenses of the mint at Philadelphia for the fiscal year ending June 30, 1901, and statement showing the detail of expenditures for appropriations for contingent expenses of mints at Philadelphia, San Francisco, and New Orleans for the fiscal year 1899.

The superintendent of the mint at Philadelphia estimates that an appropriation of \$125,000 for wages of workmen and \$50,000 for contingent expenses will be required to supply deficiencies in appropriations named for the current fiscal year. (See copy of letter inclosed.)

It is expected that the new mint at Philadelphia will be completed ready for occupancy within eighteen months from this date. It is estimated that to completely equip same will require an appropriation of \$440,000.

In the new building which it is contemplated to erect at Deadwood provisions are to be made for assay office.

The construction of this building has not yet been authorized by Congress.

Respectfully,

GEO. E. ROBERTS,
Director of the Mint.

Statement showing the value of and cost of transporting gold bullion, fiscal years 1897, 1898, and 1899.

FISCAL YEAR 1897.

Institutions.	Amount transferred.	Rate per thousand.	Cost.
Denver	\$6,886,985.71	\$1.84	\$12,672.08
Helena	2,049,793.17	2.36	4,838.00
Boise	1,121,579.25	3.00	3,364.74
Charlotte	238,711.47	1.00	238.71
St. Louis	98,744.76	.97	95.78
New York	130,026,897.29	.40	12,010.06
	258,213.59	1.80	58.50
	40,490,425.24		33,277.27

FISCAL YEAR 1898.

Denver	\$16,220,832.16	\$1.84	\$29,446.84
Helena	2,444,830.96	2.86	5,770.20
Boise	1,098,278.09	3.00	3,279.84
Charlotte	280,654.97	1.00	280.50
St. Louis	106,701.13	.97	103.60
Deadwood	28,343.31	1.86	52.72
New York	30,077,088.79	.40	12,030.80
Total	50,251,079.41		51,364.20

FISCAL YEAR 1899.

Denver	\$21,125,225.61	\$1.84	\$38,870.92
Helena	2,068,894.85	2.36	4,882.84
Boise	1,283,492.10	3.00	3,850.48
Charlotte	243,991.85	1.00	244.00
St. Louis	106,974.13	.97	105.71
Deadwood	318,611.17	1.86	592.62
Seattle	6,458,080.15	2.25	14,530.56
New York	45,478,106.06	.40	18,191.40
Carson to San Francisco	98,356.97	1.00	98.50
	69,867.84	1.50	104.05
Total	77,258,051.73		81,471.06

¹ Gold.

² Silver.

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Details of estimate of appropriation for incidental and contingent expenses for mint at Philadelphia for the fiscal year ending June 30, 1901.

Acid (1,600 pounds)	\$130
Advertisements for supplies	200
Adjusting and assayer's balances, weights, etc	2,500
Assayer's materials	90
Annual assay-commission expenses	1,500
Belting, single, double, and 3-ply (2,000 feet)	500
Bricks, fire, tiles, lining, clay, etc	400
Bricks, paving	100
Barrels (400)	400
Charcoal, pine (4,000 bushels), granulated and pulverized (8,000 pounds) ..	500
Borax, fused (8,000 pounds), double refined (2,500 pounds), alcohol (400 gal- lons), methylic (800 gallons)	8,800
Coal (3,000 tons)	12,200
Copper for alloy (55,000 pounds)	8,100
Copper cannisters and caps	3,000
Crucibles (black lead, 1,100; covers, 500; rings, 1,000; dripping cups, 2,500) ..	4,500
Coins and ores	500
Dry goods, crash (600 yards), sponge cloths (20 gross), duck (18,000 yards), gingham (2,000 yards), huckaback (200 yards), ticking (7,000 yards), tape (400 dozen rolls, 20 dozen spools black thread, muslin, 4-4 (600 yards) ...	1,610
Flasks, assay, cups, filter paper, beakers, evaporating dishes, funnels	70
Fixtures, electric	700
Freight on gold bullion	5,000
Furnaces, retorts, etc	200
Gas (5,000,000 cubic feet)	5,000
Gloves and mitts, buckskin (600 dozen pairs)	4,200
Gloves and mitts, gum (8 dozen pairs)	80
Hardware, assorted	1,000
Iron and steel, A. B. iron (2,000 pounds), iron, assorted (2,000 pounds), steel, assorted (3,000 pounds), die steel (4,000 pounds)	1,723
Ice (460,000 pounds)	1,104
Lumber, assorted (45,000 feet)	2,100
Lubricants, oils (1,500 gallons), lard (2,000 pounds), tallow (5,000 pounds) ..	900
Mitts, fire (3,500 pairs), furnace (2,000 pairs)	1,400
Machinery and improvements	13,000
Metal work and castings (48,000 pounds)	960
Pipe (lead and brass) and sheet lead	200
Paints, oils, glass, putty, varnish, white lead, benzine, turpentine, etc	800
Reworking minor coinage metals	5,050
Repair and furniture	1,900
Stationery, including binding, printing, sealing wax, etc	1,000
Soap, borax (3,200 pounds), detergent (1,600 pounds), sand (1,600 pounds) ..	290
Sundries, including brushes, brooms, cartage, expressage, rags, etc	5,560
Telephone rent	160
Telegrams	25
Washing, laundering	500
Water rent	548
Wood, oak (500 cords)	2,500
Waste and loss on sweeps sold, gold and silver	24,000
Total	120,000

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THE MINT OF THE UNITED STATES AT PHILADELPHIA,
SUPERINTENDENT'S OFFICE,
January 31, 1900.

DIRECTOR OF THE MINT,
Washington, D. C.

SIR: Replying to your letter of January 30, instructing me to make up and forward my estimate of amounts required for wages and contingent expenses in deficiency appropriation for current fiscal year, I beg to submit the following:

WAGES.			
Amount appropriated.....	\$300,000.00		
Amount drawn.....	270,000.00		
Amount available in Washington.....	30,000.00		
Amount on hand here.....	61,665.79		
			\$91,665.79
Amount required for balance (six months) based on December pay rolls:			
January.....	37,000.00		
February.....	33,000.00		
March.....	37,000.00		
April.....	35,600.00		
May.....	37,000.00		
June.....	35,600.00		
Amount deficiency appropriation required.....		123,534.21	
	215,200.00	215,200.00	

This is counting closely, and in case much overtime is required would not be sufficient. I advise from \$125,000 to \$130,000.

CONTINGENT.			
Amount appropriated.....	\$60,000		
Amount drawn.....	46,036		
Available in Washington.....	13,964		
Amount on hand here.....	7,482		
			\$21,446
Amount required for the five months unexpired, based upon average expenditures, \$5,500 each.....	27,500		
Coiners' and melters' wastage (this is an item that can not be estimated, it may be less, scarcely more).....	20,000		
Machinery (see superintendent's estimate).....	18,269		
Loss on sweeps.....	2,000		
Amount deficiency appropriation required.....		46,323	
	67,769	67,769	

As to the amount asked for "machinery to be ordered," it is probably more than we shall require. I should say \$45,000 deficiency contingent appropriation ample.

Very respectfully,

HENRY K. BOYER,
Superintendent.

Shipments of fractional silver coin on transfer orders.

RECAPITULATION.	
To Washington.....	\$185,000
To Baltimore.....	65,000
To New York.....	715,000
To Philadelphia.....	387,000
To Boston.....	395,000
To Cincinnati.....	880,000
To Chicago.....	1,215,000
To St. Louis.....	1,015,000
To New Orleans.....	20,000
To San Francisco.....	600,000
	5,477,000

Shipped by mint—

Philadelphia.....	\$4, 597, 000
New Orleans.....	280, 000
San Francisco.....	600, 000
	<hr/> 5, 477, 000

BUREAU OF ENGRAVING AND PRINTING.

**STATEMENT OF MR. CLAUDE M. JOHNSON, DIRECTOR OF THE
BUREAU OF ENGRAVING AND PRINTING.**

Mr. HEMENWAY. I notice that you recommend an increase in the salary of the assistant director from \$2,250 to \$3,000. Now, if you have any special reasons to offer for the increase you can let us know.

Mr. JOHNSON. If you will notice the estimates, that same recommendation has been made for three years. The salary of the assistant director was fixed a good many years ago when the Bureau was not as important or as large as it is now by fourfold. The Bureau contains on its register nearly 2,000 employees. It does all the printing and engraving of securities for the Government, and the assistant director is the detail manager of the Bureau. He has to work out the necessities of every requirement that is imposed upon the Bureau, and in a private establishment a man occupying that position in a manufacturing establishment of that magnitude would probably be paid \$5,000. In my opinion it is one of the most glaring cases of inequality in pay I know of. The assistants in the Treasury Department receive considerable more pay than the assistant director of the Bureau, and there is no question as to the justice of the recommendation. The man occupying the position now is a very efficient man and he has held it for thirty years.

Mr. PUGH. Who is he?

Mr. JOHNSON. He is Mr. Thomas J. Sullivan. I hope the committee will do justice in this case because it is a case where justice is due.

OFFICE SUPERVISING INSPECTOR-GENERAL OF STEAMBOAT-INSPECTION SERVICE.

STATEMENT OF GEN. JAMES A. DUMONT, SUPERVISING INSPECTOR-GENERAL OF STEAMBOAT-INSPECTION SERVICE.

Mr. HEMENWAY. I see you make no change in your estimates with the exception of recommending the appointment of one clerk of class 1, who shall be a stenographer and typewriter.

General DUMONT. Yes, sir; I will say to you that my service covers the whole of the United States. I probably am the only bureau officer in the service who has not a stenographer and never had one. I have to pencil all my letters out in full. I have a lady who typewrites, but no stenographer, and I will state further that the number of employees in my office to-day is the same as it was in 1873. We probably had too many then, but we only had four then, and I found the work when I went in office in 1876 nearly a year behind, and before the year was up I had it up, and we ran along up to this date, and the work in my office has increased 134 per cent, so it seems to me a modest demand to ask for a stenographer.

Mr. HEMENWAY. Have you detailed to your office a stenographer?

General DUMONT. No, sir.

Mr. HEMENWAY. You have to pencil your letters out?

General DUMONT. I have to pencil every letter I write.

Mr. HEMENWAY. Are you up with your work now?

General DUMONT. Yes, sir; we keep it up. I would keep it up if you took somebody off. I have been there twenty-four years, and I have been absent two months in that time, and I work days, nights, and Sundays.

Mr. TAYLOR. You have been there how long?

General DUMONT. Twenty-four years.

Mr. TAYLOR. And you have been how long absent?

General DUMONT. I got two months' leave of absence, and the President had to appoint someone in my place, to go to Europe in 1892. Otherwise I work Sundays and holidays, and I think with all that service I ought to have this clerk at \$1,200.

Mr. TAYLOR. Have you asked for it before?

General DUMONT. I do not think it has ever been put in the estimate. I think it

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has been stricken out. I do not think it has been sent up to you here. It has been stricken out in the Department or after it came up. I think once or twice it was stricken out in the Department. Some other gentlemen thought probably it would interfere with their claims.

Mr. PUGH. Will you give us, briefly, how much work will be required of an assistant of that kind?

General DUMONT. I can tell you something about it. There are no letters written in my office except on pure routine matters except by myself. I received the last fiscal year 9,519 letters, and probably 40 per cent were letters that I had to dictate or write myself. That is a good many letters, 9,519. That is probably 6,000 more than came into my office when I went there, and I am pretty smart with a pencil.

Mr. TAYLOR. That is 30 letters a day?

General DUMONT. Yes, sir.

Mr. PUGH. About 40 per cent?

General DUMONT. About 40 per cent coming from you gentlemen here in Congress by mail.

Mr. HEMENWAY. You had to answer with a pen?

General DUMONT. With a pencil; I can keep about three writers going, but I can not read my own, but my clerks have got so they can read it.

Mr. PUGH. It is a fortunate thing that you have a clerk who can read your handwriting when you can not read it yourself.

General DUMONT. It will relieve me a great deal, but it confines me more in the office by having so much of that clerical work which a man in my position ought not to do. It would give me more time to travel where my service is. If I do not get in a district in a couple of years they get back in a rut all the time.

MARINE-HOSPITAL SERVICE.

STATEMENT OF DR. WALTER WYMAN, SURGEON-GENERAL MARINE-HOSPITAL SERVICE.

Mr. HEMENWAY. I see you first recommend three clerks of class 4 in the place of one clerk of class 4, which you have now.

Dr. WYMAN. Yes, sir.

Mr. HEMENWAY. And five clerks of class 3 you reduce to three clerks of class 3.

Dr. WYMAN. Yes, sir; I ask for an increase in the total number of clerks altogether of five new clerks. Three of those clerks are to be \$1,400 a year and two at \$1,200 a year. Those five positions are now filled temporarily by details from the outside service, which can be done legally only temporarily. The necessity for this became urgent during the past summer, when the quarantine service in Cuba, Puerto Rico, and in some measures concerning the Philippines also, and Hawaii were thrown upon the Bureau. It was absolutely necessary, as I stated in my letter which accompanies this estimate and is printed as Appendix B, to have a reorganization of the Bureau on broader lines, and without this reorganization we would be in absolute confusion. We did it, and reported the matter in this letter. In this letter I make mention of the very few additions to the clerical force of the Marine-Hospital Bureau in the past years. We did get last year one chief clerk, and if that had not been allowed I do not know how I could have gotten on during the past year. That is all that was allowed.

I make the statement here of the number of additions to the clerical force since 1879; that is, during the past nineteen years. The clerical force has received but four additions, one copyist prior to 1883, one \$1,200 clerk in 1890, one clerk and translator in 1894, and a chief clerk last year.

Mr. HEMENWAY. During that time to what extent had the business of the office increased?

Dr. WYMAN. In 1879 the total number of patients treated in the service was 20,932; in 1889 it was 55,489. In 1879 the total number of vouchers passed upon in the Bureau was about 5,000; in 1899 it was more than 15,000. The disbursements in 1879 amounted to \$375,164; in 1899 they aggregated for all the various funds \$1,182,753. In 1889 the number of letters written in and sent out of that Bureau was 6,203; in 1899 we wrote and sent out 18,871.

Mr. HEMENWAY. Well, now, from what Departments are the clerks you now have detailed?

Dr. WYMAN. They are detailed from the Marine-Hospital Service outside. For instance, we have a hospital in New York. Two are detailed from the marine hospital in New York, and one is detailed from the Marine-Hospital Service in Philadelphia, and two are stewards of the service who are subject to changes to other stations, and they are detailed here temporarily.

Mr. HEMENWAY. Now, are their services necessary at the point from which they are detailed?

Dr. WYMAN. Yes, sir; they are necessary. I must say I appointed two of them from New York with the idea of transferring them here.

Mr. HEMENWAY. Can the New York office get along without them?

Dr. WYMAN. They have had to get along with what they have got, but there is no limit by law for our appointing necessary help outside of the District of Columbia. We have that authority. We have 22 marine hospitals and about 140 relief stations besides our quarantine stations, and we have the authority to appoint officers under the civil service, what clerical force and attendants may be necessary.

Mr. HEMENWAY. If we give you three clerks can you get along with them?

Dr. WYMAN. No; we want five clerks.

Mr. HEMENWAY. Could you get along without them?

Dr. WYMAN. No, sir. I have gone through this very carefully with Dr. Carrington, who is my chief of division, with regard to these matters, together with the chief clerk, and I have studied the matter very carefully. That has been prepared with a great deal of care, and I trust sincerely that everything we have asked for will be granted us. There is nothing asked for here with a view of having some allowed and others not. I have asked for only what is necessary, and I do not know why we should not have this. The service is growing and a great many demands are made upon it from time to time, and it is an absolute necessity of the public service. I think, Mr. Chairman, if you will examine the clerical force of the other bureaus you will find, in comparison with the work which we do, that our clerical force does not compare—that is, it is not equal at present to what the clerical force of the other bureaus are.

Mr. HEMENWAY. You think in order to properly conduct the business of your department five additional clerks are absolutely necessary?

Dr. WYMAN. Yes, sir.

Mr. HEMENWAY. We are obliged to you, Doctor.

Dr. WYMAN. Then in regard to the messengers, if you will notice that—three assistant messengers. I make mention of that in my letter, and I would like to file this letter.

Mr. HEMENWAY. Hand it to the stenographer and he will put it in the notes.

Dr. WYMAN. We have never been properly equipped with messengers in our bureaus. We have gotten them as laborers, and now, with this reorganization of the Bureau, we need messengers on each floor and an additional messenger for my office.

Mr. HEMENWAY. These laborers perform the duties of messengers?

Dr. WYMAN. They have been doing it.

Mr. HEMENWAY. The only difference in pay is \$660 which a laborer gets and \$720 which a messenger gets?

Dr. WYMAN. The laborers have been people provided for, not under civil service, and I believe it is illegal for laborers to do messenger work.

Mr. HEMENWAY. They are doing it in other departments of the Government. The regulations in that respect are not so strictly complied with. There are about 300 laborers in this city performing messenger duty.

Dr. WYMAN. I call for three assistant messengers, at \$720 each.

Mr. HEMENWAY. And you drop one laborer?

Dr. WYMAN. Yes, sir.

Mr. HEMENWAY. That is in addition to the five clerks you want?

Dr. WYMAN. Yes, sir.

Mr. TAYLOR. You call for increase pay of the two laborers?

Dr. WYMAN. Yes; two at \$660 instead of \$480 each. That is the price now paid throughout the Departments.

Mr. TAYLOR. I only speak of what you have in there.

Dr. WYMAN. Yes.

OFFICE OF THE TREASURER OF THE UNITED STATES.

STATEMENT OF MR. ELLIS H. ROBERTS, TREASURER OF THE UNITED STATES.

Mr. HEMENWAY. There is no recommendation made in the bill as originally submitted, but in House Doc. No. 123, which has come down, you recommend an increase in salary of four pressmen. Have you the document before you?

Mr. ROBERTS. I have it; yes.

Mr. HEMENWAY. Will you please explain to the committee the reasons why you recommend this increase?

Mr. ROBERTS. The pressmen we employ in the office of the Treasurer are engaged in printing the seals upon the notes that go into circulation. All the money is in their care during that period. They are alleging, and my inquiry leads me to believe, that their pay is not equal to that of pressmen in other departments, as in the Government Printing Office and in bureaus which have less responsibilities, who do like work and have less responsibilities, and they make the usual plea that they should be considered at least equally with other pressmen, and should rather have a higher salary by reason of their responsibility. The letter which is embodied in the document to which you refer includes figures justifying that claim, I think.

Mr. HEMENWAY. Of course we have examined that, and only ask you to give any additional reasons you have to offer other than the reasons mentioned in that document.

Mr. ROBERTS. I have stated it in brief, and it seems to me they ought to have it to equalize their pay with other workmen doing similar work, even if there was not the additional consideration of greater responsibilities. I ought to say, in the same connection, if I may, by reason of the greater increase of work we are in need of an additional pressman, if I may briefly speak of it.

Mr. HEMENWAY. You had better go right ahead in this connection and say what you care to say about it.

Mr. ROBERTS. The demand for small notes rather than large notes increases the work of the Treasurer's office very greatly and makes necessary the employment of another pressman. We are now having these pressmen by detail from the Government Printing Office and from the Bureau of Engraving and Printing, and it seems to me fair and just that the Treasurer's office should be provided for without borrowing workmen from elsewhere as a permanent thing. For an emergency it is fair and proper that we should have details, but for the regular work of the office, made necessary by change in business conditions, it occurs to me it would be fair to make provision for an additional pressman.

Mr. HEMENWAY. Do you think that this additional pressman will be required permanently, or will not the demand for his employment cease after a little while?

Mr. ROBERTS. My judgment is that the currency of the country is to be issued largely in small notes, larger than ever before, and for two reasons. In the first place the stamps on checks make payments in currency for small bills more common than formerly, and in the next place the general activity in the country calls for more money, and the establishment here and there of additional banks still makes the demand for small currency run large. So far as the banks answer the purpose, they deal with amounts larger than ones, twos, and five dollars; so that my judgment is, sir, that we are to tend more and more to small notes rather than large notes, and that requires of course, as you see, the printing of more notes—a thousand more notes for \$1,000, if you have to have ones, where you had a one thousand dollar note.

Mr. HEMENWAY. In the urgent deficiency bill I notice on the Senate side this amendment was put in:

"Office of Treasurer of the United States: For the following from February 1, to June 30, 1900, inclusive, namely, three clerks, at the rate of \$900 per annum, each; and three expert counters at the rate of \$720 per annum each; in all, \$2,025." Now, will the necessity for the employment of those clerks cease on the 30th of June?

Mr. ROBERTS. Quite the reverse, sir. Have you Document No. 247 before you?

Mr. HEMENWAY. I have not.

Mr. ROBERTS. It states the reason why those clerks are required. It is, in brief, the large increased demand for small notes. We paid out during the calendar year 1899 in notes of \$10 and less, \$190,755,900. At the beginning of the year the Treasury issued about \$239,000,000 of these small notes, which was reduced to about \$8,000,000 at the end of the calendar year. Now, we are able to produce, with all the force we have, only about enough to meet the current demand for these small notes, and as you well know, the demand for small notes is much greater at the time of the moving of crops. We have supposed that at the close of November, or certainly from early in December, this demand should have fallen off; following, and for that reason, I did not ask in the regular estimate for an increase in force; but this demand for small notes has kept up, and is equal to all the force which I have, which includes the detail of ten people, and the document to which I refer asks, not for six, but for eight persons, and I am bound to say the eight will hardly meet the exigencies of the case.

Mr. HEMENWAY. And you think these clerks will be required permanently, or do you estimate them temporarily for the year?

Mr. ROBERTS. I have stated in the other matter why I think they will be required permanently. The tendency is constant to an increase in the small denominations.

If you will pardon me for just a moment, in the Treasurer's report of this year tables were given on page 15, if you care to look at it afterwards, showing that our paper currency in denominations of \$20 and under of December 30, 1896, then outstanding was \$872,000,000 and something more. In 1898 it was \$903,000,000 at the same date. In 1899 it was \$961,000,000 and some thousand dollars. That is September 30, but December 1, 1899, the denominations of \$20 and under had reached \$994,167,176.

Mr. HEMENWAY. That was an increase of \$30,000,000 in three months?

Mr. ROBERTS. Yes, sir; and the tendency is, of course, as I say, increasing. That increase proves that the tendency is to a constant increase in small denominations, and for that reason it is very clear to me that these clerks will be needed permanently, and I might as well be frank with you, I am not clear but before this session is over, if the financial bill goes through, we will not have to ask for further aid at your hands.

Mr. HEMENWAY. Let me understand this. The passage of the financial bill will result in an increase of the number of employees which will be necessary in the Department?

Mr. ROBERTS. Well, we will want that certainly at some time.

Mr. HEMENWAY. Of course in all the Departments it will probably bring about a change of force, and necessarily so?

Mr. ROBERTS. Exactly.

Mr. HEMENWAY. We will not take that up until we come to it. You think now it is absolutely necessary to have these clerks continued?

Mr. ROBERTS. I think it is absolutely necessary to have the eight clerks, four at \$900 and four at \$720. The people at \$720 are called expert counters, technically.

INDEPENDENT TREASURY.

STATEMENT OF MR. FRANK A. VANDERLIP, ASSISTANT SECRETARY OF THE TREASURY.

OFFICE ASSISTANT TREASURER, BALTIMORE.

Mr. HEMENWAY. For office of assistant treasurer at Baltimore you will notice that there is no increase in salaries; it is simply a change in designation, and in place of calling them clerks of a certain class, it is proposed to call them paying teller, exchange teller, vault clerk, etc. It has been the experience of this committee each new man assuming the duties of assistant treasurer comes up with a recommendation changing the title of the clerks in his employ. What have you to say now as to the necessity of making these changes?

Mr. VANDERLIP. It is generally a desirable thing to have the title correspond with the duties as far as possible. In the progress of affairs the original classification of clerks becomes more or less obsolete, and that may be so in the case of Baltimore. I am not personally familiar with the special reason why these changes of titles should be made in Baltimore. I had given special attention to all cases where any increase of appropriation is asked for and I think I can speak very fully on that.

Mr. HEMENWAY. Let me ask you, if you have three clerks at \$1,800 each, you are then at perfect liberty to use them in any service you desire to use them for?

Mr. VANDERLIP. Yes, sir.

Mr. HEMENWAY. On the other hand, if you call one of them a paying teller he feels like his duties ought to be confined to that position?

Mr. VANDERLIP. Yes, sir; he is apt to rather feel that his duties are confined to the title of his office in a measure.

Mr. HEMENWAY. Is it not just as well to leave them so they can be used for any service for which they may be desired without being open to criticism?

Mr. VANDERLIP. Personally, that would be my opinion; if I had the office to deal with I should prefer not to be hampered by titles at all to any great extent.

SUBTREASURY AT BOSTON.

Mr. HEMENWAY. Go now to the office of the assistant treasurer at Boston.

Mr. VANDERLIP. I recommend no increase there.

Mr. HEMENWAY. No change is submitted?

Mr. VANDERLIP. No change whatever.

Mr. HEMENWAY. Is it possible to reduce that force?

Mr. VANDERLIP. Yes and no. There is a peculiar situation at Boston. I looked into that office personally last summer and examined it pretty carefully. There has

never been a man discharged since the organization of the office, I do not know how many years ago, but forty, I believe. There never has been a man discharged from the Boston subtreasury. Of course, I do not mean that all the people originally appointed are still there—they have died—but there are a great many very old men there, men with a lifetime of splendid service back of them, but the real work of the Boston subtreasury is being done by the younger men at lower salaries. That is the general statement that would apply to that office.

I suppose if that office could be thoroughly reorganized, and if you could get that without any hurt at all and can go through it to some extent without making any charges against them, you might make a smaller appropriation and run the office; but that would be a very difficult thing to do. These older men have nothing against their records. They simply have grown old in the service, and the younger men, with more vigor, who have come in at these low salaries have rather absorbed their duties gradually, until the younger men at the lower salaries are doing the most of the work there.

Mr. HEMENWAY. The older gentlemen have become inefficient by reason of age?

Mr. VANDERLIP. I would not call them inefficient; it is not quite perhaps up to that; but you can see naturally with a young, vigorous man beside any old man the younger man is going to absorb that work somewhat, and that has gone on there. I do not see how to change it very well.

Mr. PUGH. Could you give an idea of the number of these elderly employees?

Mr. VANDERLIP. No; I could not at present.

Mr. PUGH. I mean those who are not keeping up in work?

Mr. VANDERLIP. I could not do that now; I examined it last summer and of course at that time looked into it, but I have not carried that in my head and I could not do that now.

Mr. HEMENWAY. You could have a statement prepared from the office showing it?

Mr. VANDERLIP. Showing just the length of service in each case?

Mr. HEMENWAY. And the number of days absent.

Mr. VANDERLIP. Yes, sir.

Mr. HEMENWAY. In detail?

Mr. VANDERLIP. Yes, sir.

Mr. HEMENWAY. Then you will furnish us the names, ages, and number of days absent and also the recommendation as to whether or not the force could be decreased if these gentlemen were let out?

Mr. VANDERLIP. Yes, sir.

OFFICE OF ASSISTANT TREASURER AT CHICAGO.

Mr. HEMENWAY. We will go to the assistant treasurer at Chicago. I see the first item you recommend is an increase of the salary from \$5,000 to \$6,000 for the assistant treasurer.

Mr. VANDERLIP. If I may speak generally of the offices as a whole—I had prepared for this interview and made some figures in regard to the several offices showing the business and the measure of the total payments in and total payments out of each subtreasury; also showing the appropriations for the service as far as salaries are concerned as far back as ten years.

Mr. HEMENWAY. We will be glad to have it.

Mr. VANDERLIP. You will find that Chicago shows an increase from \$131,000,000 to \$351,000,000 from 1890 to 1899, an increase of 167 per cent in the business transacted during that period. The Baltimore office in that time only showed an increase of 15 per cent, from \$59,000,000 to \$67,000,000. Boston showed a decrease, from \$143,000,000 to \$142,000,000—a slight decrease. Cincinnati increased 28 per cent, from \$50,000,000 to \$64,000,000. New Orleans decreased slightly, from \$67,000,000 to \$66,000,000. I am only reading the round figures. New York showed an increase—the total there of course being enormously large—from \$2,133,000,000 in 1890 to \$2,227,000,000 in 1899. Philadelphia increased 16 per cent, from \$208,000,000 to \$242,000,000. St. Louis increased 39 per cent, from \$101,000,000 to \$141,000,000; and San Francisco increased 55 per cent, from \$68,000,000 to \$101,000,000. You will see, therefore, that the increase at Chicago is way out of proportion to the increase in any other of the subtreasuries, amounting to, as I stated, 167 per cent, and the salaries during that period have increased but 56 per cent.

Mr. TAYLOR. One moment, if you please—that increase at Chicago, has that been gradual?

Mr. VANDERLIP. Yes, sir; it has been gradual.

Mr. TAYLOR. And still apparently growing?

Mr. VANDERLIP. And still apparently growing. It is by all odds the most active large increase.

Mr. TAYLOR. I understand that. I wanted to see whether the increase was year by year kept up, and whether the average was keeping up now.

Mr. VANDERLIP. It is keeping up pretty evenly, but I have not it, of course, before me by years, but I can very readily give that to you.

Mr. TAYLOR. I mean permanent increase.

Mr. VANDERLIP. It is permanent; it is an even increase. There are no special conditions as applying to that which would show—

Mr. TAYLOR. That is what I wanted to get.

Mr. HEMENWAY. You say the pay of the office has increased?

Mr. VANDERLIP. The pay of the office has increased 56 per cent.

Mr. HEMENWAY. At Chicago?

Mr. VANDERLIP. I am speaking now of that. It has increased from \$25,900 in 1890 to \$40,420 for the fiscal year 1900, an increase of 56 per cent as against a 157 per cent increase in business. Now, in all these cases this percentage of increase in business is measured by the total payment in and out, and does not fully represent the increase of work. We are now shipping fractional silver coin direct from the subtreasuries. That has vastly increased the work. We ship now to a great number of points which we did not in earlier years, and this work has greatly increased the labors at all the subtreasuries, and particularly at the subtreasuries at New Orleans and St. Louis. When you get to St. Louis you will find the increase not so great as at Chicago, but the need of St. Louis is greater than Chicago; the need for additional force is greater than any subtreasury.

Now, the estimate as we have submitted it calls for a considerable reorganization of the Chicago office. There has not been any reorganization in titles since it was created, I think. There are men there doing work which is not at all consistent with their titles. This reorganization as outlined here would make the work generally consistent with the title and, in my opinion, would be a good plan for you to follow in making the appropriation. The increase of \$1,000 in the salary of the assistant treasurer would bring him up to \$6,000 and make him the highest-paid assistant treasurer outside of New York, the New York office receiving \$8,000. For payments of \$351,000,000 I would not think a \$6,000 salary for a head of an office was an extraordinary one, and that with the balance of business of this office against similar offices the salary of \$6,000 would not be a particularly large amount. In Baltimore he receives \$4,500, although the total business is but \$67,000,000 as against \$351,000,000. At Boston it is \$5,000, with a total business of \$142,000,000 as against \$351,000,000.

So the increase of the assistant treasurer's salary to \$6,000 would comport with the salaries paid at other points. The cashier now receives \$2,500. He, of course, is the executive officer of the institution, and a salary of \$3,000 for a man having under his control such vast operations as these figures indicate does not seem to me to be a large one. Then there is the assistant cashier and a vault clerk in lieu of the vault clerk. There is now no assistant cashier at all but it increases the duties of this vault clerk, so he also becomes assistant cashier and it gives him \$2,500. The other items here can not be exactly compared with last year because the titles are changed. I can say, though, it only increases the whole force by three men, and I think there is no question but what this office merits that increase.

Mr. HEMENWAY. You increase the force by three men. Now, let us see. That is two coin-clerks?

Mr. VANDERLIP. It is pretty hard to say just what those three men are. I have been trying to study this, but I do not know that I can tell you exactly what the three men are.

Mr. HEMENWAY. I figure out one increase here, but I may be mistaken?

Mr. VANDERLIP. I think under the new scheme there will be three additional men.

Mr. HEMENWAY. Then you increase the total appropriation \$9,160?

Mr. VANDERLIP. Yes. The stenographer and private secretary is one of the increases, I believe.

Mr. HEMENWAY. What salary do you give the stenographer?

Mr. VANDERLIP. Twelve hundred dollars. These salaries are modest right through. They are less than similar duties procure here in Washington, considerably, and I do not believe they are larger than in commercial life, or very little, and in the higher positions not as large.

Mr. HEMENWAY. Have you any further statement?

Mr. VANDERLIP. Not regarding that office.

ASSISTANT TREASURER, CINCINNATI, OHIO.

Mr. HEMENWAY. Now go to the assistant treasurer at Cincinnati.

Mr. VANDERLIP. We only submit an increase there of \$500 in the cashier's salary. We drop the watchman who gets \$120 a year. He is an outside watchman and does

other watching and we have not any need for that under the present condition, and we ask that \$120 be transferred to the watchman whose duties have been made to extend from watching to counting the silver also there. Now, the increase there shows an increase of 28 per cent in business and only 17 per cent increase of salaries in the last ten years. The cashier receives only \$2,000, and he is doing a business of \$64,000,000, so I think the recommendation there of \$500 increase in his salary is fully warranted by the business.

OFFICE OF ASSISTANT TREASURER AT NEW ORLEANS.

Mr. HEMENWAY. Go now to the office of assistant treasurer at New Orleans.

Mr. VANDERLIP. There we have a case of actual decrease in business, and we still ask for some increase in help. The reason for that is that the silver handling is a large part of the business at New Orleans, and we are in a situation at the present moment most distressing to the business community there. We can not receive anything like the full amount of silver and fractional silver which is tendered.

Mr. HEMENWAY. I wish you would explain right there when we first began shipping silver from the subtreasuries and assistant treasurers' offices, and how it is done; that is, whether I can, as an individual, request the shipment of \$5,000 of silver. Explain the manner in which it is done?

Mr. VANDERLIP. That is a matter I am not as close to as the Treasurer, and I will ask him to correct me if I make an error. My understanding is, you could, as an individual, pay in money at a subtreasury, or at the Treasury in Washington, and we would ship free of charge to you silver coin, you paying in any lawful money. Is that correct (to Mr. Roberts)?

Mr. ROBERTS. It is; and, Mr. Chairman, this began in the desire of putting standard dollars in circulation. There was a great effort at one time made to induce the people to take the standard dollars.

Mr. VANDERLIP. We have then also that fractional coin and that flows out in the fall and flows back in the spring. Of course we pay no charges back in any case on standard dollars or fractional coin, but it flows into us now and we are completely swamped at New Orleans and utterly overwhelmed at St. Louis with the fractional silver that has come in.

Mr. TAYLOR. You mean the return flow.

Mr. VANDERLIP. Yes; the return flow. It has gone out and served its purpose during the activities of the fall, and now the desire is to convert it into paper money and into Treasury dollars.

Mr. HEMENWAY. Pardon me just a moment, Mr. Roberts; will you furnish us with a statement of the amount of silver which is sent out from the different subtreasuries?

Mr. VANDERLIP. I have it right before you now. We can show the shipments for the fiscal year, can we not (to Mr. Roberts)?

Mr. ROBERTS. Yes; that brings it down to—that shows it fully, and if it does you can put it in the hearing. This shows the entire shipment of fractional silver coin since July last at the close of the calendar year.

Mr. VANDERLIP. Would you like also the shipment of standard silver dollars? We will put that in. It is in the Treasurer's report here, and we will hand it to the stenographer, if that is right.

Mr. ROBERTS. You will find it on page 16; the amount of silver stated that the ten Treasury offices paid out in standard dollars \$40,832,000, and in the fiscal year \$42,532,000; perhaps we can put in this whole item.

MOVEMENT OF SILVER.

In the fiscal year 1898 the ten Treasury offices paid out in standard dollars \$40,832,149, and in the fiscal year 1899, \$42,532,296, an increase of \$1,700,127. At the same time in 1898 the receipts in standard dollars were \$54,007,934, and in 1899, \$37,581,040, a decrease of \$16,426,894. These changes indicate that these coins remain in circulation in growing degree.

The maximum of silver dollars in circulation at the close of any month was reached in December, 1890, as the result of urgent efforts to promote their use, when the record was \$67,547,023. The minimum since that date appears in July, 1894, at \$50,959,540. July 1, 1898, of these standard dollars the sum in circulation was \$57,259,791, which became \$63,381,751 on July 1, 1899, and on September 30, 1899, \$68,755,243. A new maximum was attained November 14, when the volume was \$71,936,815.

Mr. HEMENWAY. Can you give us from your report the cost to the Government of getting this silver out?

Mr. VANDERLIP. I think there is a table.

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No. 61.—*Shipments of silver coin from the Treasury offices and mints during each fiscal year from 1886, and charges thereon for transportation.*

Fiscal year.	Standard dollars.	Fractional coin.	Total.	Charges.	Rate per \$1,000.
1886.....			\$33,561,037.57	\$67,820.99	\$2.02
1887.....			35,196,902.84	62,353.38	1.77
1888.....	\$28,953,654.18	\$8,033,053.75	36,986,707.93	70,057.68	1.89
1889.....	26,427,496.71	8,331,777.97	34,759,274.68	69,309.34	1.99
1890.....	27,283,457.90	9,405,227.50	36,688,685.40	73,045.73	1.99
1891.....	29,299,237.20	11,598,692.10	40,897,929.30	77,257.62	1.89
1892.....	24,614,586.95	14,270,479.51	38,885,066.46	76,178.69	1.96
1893.....	27,098,582.65	11,957,903.90	39,056,486.55	71,980.77	1.84
1894.....	24,516,980.50	9,281,407.08	33,798,387.58	67,086.44	1.98
1895.....	27,155,466.80	11,885,117.47	39,040,584.27	78,333.84	2.01
1896.....	28,412,300.35	12,458,107.03	40,870,407.38	78,755.54	1.93
1897.....	29,600,035.10	12,029,955.29	41,629,990.39	81,526.24	1.96
1898.....	33,270,610.00	15,330,206.24	48,600,815.24	110,065.63	2.26
1899.....	33,305,262.00	17,018,536.65	50,323,798.65	111,741.61	2.22

Mr. VANDERLIP. At New Orleans we have asked an increase in the salary of the assistant treasurer to \$4,500. He is now getting \$4,000 and he is the only assistant treasurer getting \$4,000, and the salary everywhere else is \$4,500 at the other offices. He feels, and we consider with some justice, that the New Orleans office ought not to be discriminated against in that way. He at least ought to have as much as Cincinnati, Philadelphia, and St. Louis, and we give him that increase. We also ask that the chief clerk and cashier receive \$2,500 to accord with salaries elsewhere.

Mr. HEMENWAY. That is an increase of \$250?

Mr. VANDERLIP. Yes. It would not seem to be a high salary for a man who is executive officer where they have transactions of \$66,000,000 a year.

Mr. HEMENWAY. The next you ask is an increase of two clerks.

Mr. VANDERLIP. Now, there it is proposed to do this: To promote two \$1,000 clerks to the new \$1,200 places, and to promote two watchmen, who, under the stress of work there, have become clerks rather than watchmen—we have to use them to handle this silver—to the \$1,000 clerkships, and it would result in the appointment really of new watchmen, and it would give salaries to those men in accordance with their work, and certainly not large salaries, either.

Mr. HEMENWAY. It would simply promote the clerks and leave the watchmen to be filled?

Mr. VANDERLIP. Yes, sir.

Mr. TAYLOR. As I understand, it promotes two clerks from \$1,000 each to \$1,200, and it promotes two watchmen to \$1,000 each?

Mr. VANDERLIP. And brings in new watchmen. These watchmen, while they are termed "watchmen," are really silver counters.

Mr. TAYLOR. They have grown in the service until they are capacitated for higher work?

Mr. VANDERLIP. Yes, sir; they are doing the higher work and have done it for some time.

Mr. HEMENWAY. You think this increase absolutely necessary on account of the shipment of silver?

Mr. VANDERLIP. I do; yes, sir.

OFFICE OF ASSISTANT TREASURER AT NEW YORK.

Mr. HEMENWAY. The next is the office of assistant treasurer at New York.

Mr. VANDERLIP. The only thing asked for there is the increase in the salary of the deputy assistant treasurer, that is Mr. Millburn, and that recommendation has been made for some years. Everyone who is familiar with the work of this man thinks that he ought to be increased.

Mr. HEMENWAY. You increase it from \$4,200 to \$4,500?

Mr. VANDERLIP. Yes, sir. It is of course an office with a most enormous volume of transaction, and he acts for the assistant treasurer in the absence of Mr. Jordan, and is a man of great importance there in the office.

Mr. HEMENWAY. Now, these other changes are transfers of clerks?

Mr. VANDERLIP. There is now one clerk at \$900, and there are three messengers at \$900, and it makes them all clerks and it makes no increase in the appropriation, but has the effect of a change of titles and converting the three messengers into clerks.

OFFICE OF ASSISTANT TREASURER AT PHILADELPHIA.

Mr. HEMENWAY. Now, the office of assistant treasurer at Philadelphia?

Mr. VANDERLIP. No change is recommended there.

Mr. HEMENWAY. Can the force be reduced there?

Mr. VANDERLIP. No; I think not. The business has grown there in the last ten years. It has not grown quite as much as the salaries have grown. There has been 16 per cent growth in business and 21 per cent increase in appropriations for salaries, and it is an office I have looked over personally, and I think the people are fully qualified, and I see no reason why they should not receive the recommendation there.

Mr. HEMENWAY. How much business do they handle? You gave us the figures before.

Mr. VANDERLIP. \$240,000,000, as against \$208,000,000.

Mr. HEMENWAY. They are getting more money than at Chicago?

Mr. VANDERLIP. No; Chicago is larger. It handles \$351,000,000, a very great increase over Philadelphia.

OFFICE OF ASSISTANT TREASURER AT ST. LOUIS.

Mr. HEMENWAY. Take up the office of assistant treasurer at St. Louis.

Mr. VANDERLIP. There is the greatest need of an increase that will be found at any office. We are, as I say, absolutely swamped with the handling of fractional silver there now.

Mr. HEMENWAY. That is, the silver returned?

Mr. VANDERLIP. Yes, sir; the silver returned, and the banks are complaining bitterly because we can not receive it. They are working overtime, and I have just now, last Friday, sent Mr. Bantz, the assistant cashier of the Treasury here out there to see if any possible scheme could be fixed up for facilitating the work, and it may be that we will detail somebody from other offices if that is a feasible thing. I think you will find a communication for something in the urgent deficiency bill on that subject. Was there not a letter from the Treasurer?

Mr. HEMENWAY. I do not know about that.

Mr. VANDERLIP. I think there was one for two or three additional coin counters.

Mr. TAYLOR. Is this increase necessary as a permanent increase, or is that only spasmodic?

Mr. VANDERLIP. I think not; I think that is a permanent increase. There are spasms at St. Louis that no other office is subject to, and they are what you might call permanent spasms. Then, the situation is this: Whenever there is quarantine at New Orleans, no silver returns there—and the quarantine at New Orleans is rather frequent even in recent years; of course that is not the situation at the present time—but whenever that happens, St. Louis' back is broken, and they have to work night and day. Now it is merely the returning of this fractional silver which we have in the last two or three years sent out with much more freedom and greater facilities of movement, and sent to a great many points which never did enjoy the facilities of receiving fractional silver and silver shipments, and that in return flows back in large quantities when it has performed its useful purpose during the activities of the fall and holiday season, and that is the main reason. However, there has been a heavy increase in the whole business there. My figures show here \$141,000,000 in 1899, as against a total of \$101,000,000 in 1890, an increase of 39 per cent.

Mr. HEMENWAY. Now, as to these other increases, what you said in regard to the other matters apply here, I suppose—in the matter of the cashier, \$2,500, etc.?

Mr. VANDERLIP. I think it does. There is no cashier there. This scheme creates a new office, to be filled rather by promotion. It will not bring into the office absolutely a new man as cashier, but it creates the office of cashier, and one which certainly should exist there. There never has been a cashier at St. Louis. The stenographer and typewriter there is additional. On the urgent deficiency bill you will find an increase of coin counters.

Mr. HEMENWAY. Where was that put in—on this side, or was it a Senate amendment?

Mr. VANDERLIP. I can not answer that. I know a communication was sent in; whether it is in or not I do not know—I have never seen that—but the communication of the treasurer at St. Louis was forwarded here with the approval of the Secretary.

ASSISTANT TREASURER, SAN FRANCISCO.

Mr. HEMENWAY. We will go to assistant treasurer at San Francisco. There are no changes.

Mr. VANDERLIP. There are no changes. The business of San Francisco has

increased 55 per cent in ten years, and there has been no increase in salaries. The assistant treasurer, I will say, ought to have an increase of salary there. We do not submit it, but we have no objection whatever to his receiving it, but I did not feel like asking it.

Mr. HEMENWAY. They are all willing to have their salaries increased. I believe that ends your matter, unless you have something else to offer.

Mr. VANDERLIP. No; I have nothing more to submit.

MONDAY, January 29, 1900.

DEPARTMENT OF STATE.

STATEMENT OF MR. THOMAS W. CRIDLER, THIRD ASSISTANT SECRETARY, DEPARTMENT OF STATE.

Mr. HEMENWAY. The first item I notice is a proposition to increase the salaries of the Second and Third Assistant Secretaries from \$4,000 to \$4,500 each.

Mr. CRIDLER. Well, you would not want me to say anything on that point because I am too modest. I think the Secretary of State has stated all that is necessary about it; but I think, however, that it is perfectly proper and that it should be made, and yet I should prefer not to make any statement.

Mr. HEMENWAY. The next item is for an assistant solicitor for the Department of State, to be appointed by the Secretary of State, \$2,500.

Mr. CRIDLER. That is in the interest of Mr. Frederick Van Dyne, than whom there is no better officer under the Government. He does as much work as a solicitor and is getting less pay, and that is asking very little, because Van Dyne stays late and works all hours, and is as good a lawyer as there is under the Government. I do not know of any better worker.

Mr. HEMENWAY. It is an increase of \$700. He is now a fourth-class clerk?

Mr. CRIDLER. Yes; that is a very small amount, considering the labor that devolves upon him and the responsibility of it.

Mr. HEMENWAY. Do you drop a fourth-class clerk?

Mr. CRIDLER. No, sir; we do not. You will find there have been other increases asked for. The office, after quite a long experience I have had in it, has 80 per cent more work than when I first went in there, and the force has not been proportionately increased. I do not believe that we have had half a dozen men increase of force actually in twenty-five years.

The CHAIRMAN. Is the work current?

Mr. CRIDLER. I am at my desk from 9 o'clock in the morning until midnight five days out of the week, and then I do not keep up every day, and on Sundays I put in ten hours.

Mr. HEMENWAY. Then you have not sufficient force to keep up the work?

Mr. CRIDLER. We absolutely have not.

Mr. HEMENWAY. What is the difference in your work now and before?

Mr. CRIDLER. It comes in day after day; just the ordinary work of the office. I try to get it done pretty nearly every day; it is practically done, you can say; but it requires work from 9 o'clock until midnight every night five nights out of the week, and Sundays ten hours.

Mr. HEMENWAY. You ask for eight chiefs of bureaus in the place of seven?

Mr. CRIDLER. The eighth is Mr. Mosher, of the Passport Bureau. He is now with Mr. Brannagan, and the passport clerk has charge of all money taken for passports—\$12,000 a year—and he has to send that to Mr. Brannagan every day to turn into the Treasury Department; and this is to make that man responsible for the money he takes in and relieve Mr. Brannagan to that extent.

Mr. HEMENWAY. What is he now?

Mr. CRIDLER. One thousand eight hundred dollars.

Mr. HEMENWAY. That is a fourth-class clerk. Have you dropped a fourth-class clerk for him?

Mr. CRIDLER. No; it will be an increase in that respect. He will be chief of the Bureau. That makes two \$1,800 clerks in two places which will be filled by promotions if Mr. Hunt is made chief of bureau and Mr. Van Dyne gets his place. That will be no increase in the force beyond those two men, and the—

Mr. HEMENWAY. Then you ask, by Document 181, an additional translator at a salary of \$2,500 per annum.

Mr. CRIDLER. The translator in the Department is Mr. Thomas, who has been there, well, a number of years, probably from 1873 or 1874, and he is getting old, and that

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is probably in the interest of Mr. Mayo, who is now in the Diplomatic Bureau and does a great deal of translating for the Department and practically all in the Diplomatic Bureau. Mayo is an accomplished man and knows almost everything.

Mr. HEMENWAY. Who now fills the position?

Mr. CRIDLER. Mr. Thomas, who has been there since 1874, I think.

Mr. HEMENWAY. You say he is getting old?

Mr. CRIDLER. He is getting old.

Mr. HEMENWAY. And hardly competent to fill the place longer?

Mr. CRIDLER. I would not say that. I think he is as competent to do anything in the way of translating as any man living. I do not say that Mr. Mayo is a better translator than Thomas, for they are both men well advanced in years.

Mr. HEMENWAY. He is in the service now?

Mr. CRIDLER. In the Diplomatic Bureau, and does the translating there and considerable translating for the Department. Mr. Mayo and Mr. Thomas are regarded as experts in their line. They are now in the Department. Mr. Thomas, however, is the translator.

Mr. HEMENWAY. They are now performing this service?

Mr. CRIDLER. Thomas has been. Mayo does it under the direction of assistant secretaries and chiefs of bureaus and chief clerk when he sends anything outside the Department, and it relieves Mr. Thomas.

Mr. HEMENWAY. Then this will simply result in promoting him to a salary of \$2,100. What is he getting now?

Mr. CRIDLER. Fourteen hundred.

Mr. HEMENWAY. And leave a vacancy there?

Mr. CRIDLER. In that way, without estimating an increase in the force. I hope to have it that way. The work of the office demands it.

Mr. HEMENWAY. I notice here that you recommend that the chief of the bureau of passports shall give a bond. Have you a chief of the bureau of passports now?

Mr. CRIDLER. No, sir; we have not. The bureau of passports is a part of the Bureau of Accounts, and he is a bonded officer. The bureau of passports takes in money and turns it over to Mr. Branagan under his bond every night. Now, it is proposed to make this man chief of bureau and a bonded officer, which will relieve Mr. Branagan, and it is simply on account of the work of the passport bureau that this recommendation was made.

Mr. HEMENWAY. What do the chiefs of bureau get?

Mr. CRIDLER. Two thousand one hundred dollars, and the original act creating the post gave them \$2,400, but I do not know there is a chief of bureau in any Department who gets \$2,100.

Mr. HEMENWAY. You ask 21 clerks of class 1 in place of 20. This is new altogether, or do you drop a clerk?

Mr. CRIDLER. There is one increase.

Mr. HEMENWAY. Instead of 2 messengers you ask for 12 assistant messengers, and then you drop 9 laborers.

Mr. CRIDLER. The reason of that is explained in a letter to the Secretary. Have you got that letter in here? (See same in Book of Estimates.)

Mr. MICHAEL. There is an increase of one assistant messenger which is absolutely necessary. There is an increase of \$480.

Mr. HEMENWAY. Then, I understand the effect of your recommendation here would be to take nine men out of the service altogether who are laborers?

Mr. CRIDLER. Performing messenger duty.

Mr. HEMENWAY. Take them out of the service altogether and select ten through the Civil Service Commission?

Mr. CRIDLER. No, sir; those are under civil service now. They are in the classified service.

Mr. HEMENWAY. As laborers?

Mr. CRIDLER. Yes, sir.

Mr. HEMENWAY. How do they get in the classified service?

Mr. CRIDLER. I do not know; they do a good deal that I can not explain.

Mr. HEMENWAY. You say these nine laborers are under civil service now?

Mr. CRIDLER. They are.

Mr. HEMENWAY. Are you sure about that?

Mr. CRIDLER. Yes.

Mr. MICHAEL. They are in the classified service.

Mr. HEMENWAY. Then this would simply result in promoting those from the salaries they now receive?

Mr. MICHAEL. To be assistant messengers.

Mr. HEMENWAY. From \$660 they receive as laborers to—

Mr. CRIDLER. To \$720, as messengers, and they are doing the work except this one single man.

Mr. HEMENWAY. It is simply an increase of salary from \$660 to \$720?

Mr. CRIDLER. It would be an increase of \$480 only.

Mr. HEMENWAY. It would increase their salaries to \$720?

Mr. CRIDLER. Yes; but it designates them differently. We add one additional for Dr. Hill. Let me explain there are very few messengers in the Department, and the Secretary has two and one never leaves his door; and there is a man, and always has been one, with the Assistant Secretary, assisting him; and that leaves Dr. Hill without any messenger absolutely, unless he can get one from my door. My messenger answers my bell and answers the bell of the Solicitor, who is directly opposite, and sometimes the Solicitor sends him to the Department of Justice and I have not any messenger unless I call upon the chief clerk, and I am just as much in need of a messenger as anybody; and Dr. Hill is under the same condition I am. Now this man can not leave the Secretary's door and the Secretary does not allow him to leave the door as a matter of protection to his room.

Mr. MICHAEL (chief clerk). One thing I want to say in connection with that particularly is that these men performing the duty of assistant messenger are likewise performing the duty of laborers, and they are doing extraordinary duty, that is, extraordinary compared with the work done by messengers in other departments. They take care of the room; they dust and sweep and wash windows, and perform the duties of laborers, and in addition to that they perform the duty of assistant messengers, and yet they do not get the pay of assistant messengers; and the point that is made here in this estimate is to give them \$720, which would be a total increase of \$480.

Mr. TAYLOR. If you make them assistant messengers they will continue to perform the duty of laborers. You can make a laborer do the duty of a messenger, but can you make a messenger do the duty of a laborer?

Mr. MICHAEL. That is the custom.

Mr. HEMENWAY. If they are made assistant messengers will it not result in this: That next Congress you gentlemen will be down here asking for laborers to perform the duties they are now performing as laborers?

Mr. CRIDLER. I promise you I will not; I do not know what the rest will do. I do not come here asking for anything, and then have something back of it.

Mr. MICHAEL. There will be no need of it.

Mr. LIVINGSTON. Are you not aware of this fact: That every department and bureau in Washington City who have messengers will come on us as soon as this is made public and ask that their laborers be made messengers?

Mr. CRIDLER. We are trying to look out for our Department.

Mr. LIVINGSTON. There are over 300 doing exactly as you are doing, and every one of those 300 will have to be raised.

Mr. CRIDLER. If they are entitled to it, what is the objection?

Mr. LIVINGSTON. Are your men willing to keep their places as laborers?

Mr. CRIDLER. I fancy yes, but they are perfectly willing to take a slight increase.

Mr. LIVINGSTON. The question is whether the Government would be willing or not.

Mr. CRIDLER. I think the Government ought to be fair to these men.

Mr. HEMENWAY. Your item for stationery, for furniture, fixtures, and repairs and for the purchase of passport paper you estimate \$6,000. Your appropriation for 1900 was \$5,000.

Mr. CRIDLER. This is to make up, which is explained in this memorandum, our annual deficiency. Sometimes we got \$5,000, and we have had for some years a deficiency of \$1,000, and it is simply to cover that deficiency. This memorandum I have here states:

"There will be a deficiency of at least \$1,000, the Department having already paid out \$4,089 in the first six months of the fiscal year."

That is the note of Mr. Branagan, the chief of Bureau of Accounts, and I think \$1,000 deficiency will cover what we need.

Mr. HEMENWAY. On the item for books and maps, I see you want an increase of \$1,000, which is the estimate you have been making right along for a number of years. You had last year \$2,000. What balance have you on hand of the \$2,000?

Mr. ALLEN (chief of rolls and library). In the neighborhood of \$500. I did not look at it when I came down. At the end of the fiscal year we will have no balance. We never have had, and we have to hold ourselves up all through the year, but we had in the neighborhood of \$500 in December; but I would like to say about that request for an increase, that years ago the Department had \$3,000 allowed them for books, and more books are published and more books are needed. We are entirely out of periodicals, which are essential, almost. We have to hunt around to make both

ends meet by buying a review here and a magazine there and all that sort of thing, which we ought not to do. Now we are asking \$3,000 and are not asking for an increase, but asking to be restored to what we had three or four years ago when we did not need it as much as we do now in the ordinary nature of things.*

Mr. HEMENWAY. You have only had \$2,000 since 1892. In 1899 you had \$1,500.

Mr. ALLEN. They cut us down. The Secretary then asked \$3,000, and wrote a letter here and wrote a letter to the conferees, showing that he needed it, and he did not ask the \$3,000, because he wanted to get \$2,000, and in that way we got our \$2,000 back. It is a thing we can estimate to be sure about how much we want to spend for books and maps, because we are short of so many things, and it is just so much money every year, and we are running constantly behind.

Mr. HEMENWAY. Go to the next item on the next page, for restoring, binding, and publishing indexes of the manuscript archives on file in the Department of State, \$5,000.

Mr. ALLEN. That money was given some years ago. In 1889 an appropriation was made and somebody seems to have come down here or somebody seems to have written a letter to the effect that if \$5,000 more was given—Judge Sayers was chairman of the committee then, he told me this, I know nothing about the matter—that that would end the business and finish it up, which was a mistake of a most extraordinary character. There is no way of finishing with \$5,000. Restoring is put in there and the work is very slowly done, because most of the money is used for indexes, and we want to have a few dollars available for other purposes, but this sum of money was finally put in in this way twice.

General Bingham said on one occasion he would give us a deficiency in the printing and binding allotment and the deficiency was given, and the Public Printer refused to use it because we got it about the 30th of May and everything was over on the 30th of June, and he could not use the deficiency during the month. This work is very slow and this special appropriation is asked for and very little money can be got out of the increased printing and binding appropriation. The object of this appropriation is to get so much money for the specific purpose and use it until it is exhausted.

Mr. PUGH. I wish you would explain just what this work is.

Mr. ALLEN. It is work on the Revolutionary archives in the custody of the Department of State. They have been there for a hundred years and are going to pieces as fast as they can. People have to be allowed to handle them and are given access to them and there is a great amount of historical investigation going on.

Mr. PUGH. Are these works much handled at this time?

Mr. ALLEN. All the time. If you came to-morrow and asked to see something we would have to ask you to wait three or four days. There are seven or eight people in there now and others coming.

Mr. TAYLOR. Do you need these on account of their being used in the investigations by the Daughters of the Revolution, etc.?

Mr. ALLEN. They are being used by historical writers. There are three or four people, considerably prominent, who work right there—people who are writing history. Mr. Charles Francis Adams comes to-day to work for some months. They are used by people who are doing that sort of work, writing political history.

Mr. TAYLOR. For what length of time has the Department of State been seeking this appropriation?

Mr. ALLEN. Ever since I have been there. Mr. Bayard got an appropriation of \$5,000 for the work, and it was taken up in 1890, or the middle of 1889, after they got the appropriation, and it was carried on quite considerably. Then, after that the work fell away behind, and whatever work is being done there now is being done by the Public Printer.

Mr. TAYLOR. Five thousand dollars would not be near enough to do this work?

Mr. ALLEN. Five thousand dollars would go a long distance toward indexing, and things of that kind, and in making those things we may want to do a little restoring. We want to cover everything, but \$5,000 would be nothing in the restoration of the papers. It would cost \$50,000 for the Continental Congress; but that would go a long ways for indexing, and for the publication of the indices.

Mr. TAYLOR. This item is for all three of those purposes, and I wanted to know what would be a fair estimate for appropriation that would cover these purposes, including the restoration?

Mr. ALLEN. Including full restoration? Oh, well, I should say a fair estimate, including full restoration, would be something like \$50,000 or \$60,000.

Mr. PUGH. Pass to the next item; why do you ask an increase of \$500 in contingent expenses?

Mr. BRANAGAN. There is a deficiency every year of \$500 on that account. In

1897 we had to ask \$500, in 1898 we had a deficiency of \$500, and we had to ask a further deficiency of \$46 last year, and we have on hand now accounts for \$100 to pay, which were not covered by the appropriation of \$3,000 and the first deficiency of \$500, and we ask now \$500 additional in order to bring up what we ask for here every year in the deficiency.

Mr. LIVINGSTON. Why do you want this phraseology left out, "to be used only for official purposes?" The item is "for care and subsistence of horses." Now, why do you ask that the expression "to be used only for official purposes" be left out?

Mr. BRANAGAN. I did not know it was left out. It is an omission and there is no reason for it; that is all it is used for.

Mr. LIVINGSTON. That is the only way in which they are used?

Mr. CRIDLER. That was done in the transcribing, probably.

Mr. MICHAEL. I would like to say a word or two on one or two points. One is in reference to making Mr. Van Dyne assistant solicitor. I would like, if I can do so, to impress the importance of that matter on the committee. Mr. Van Dyne is practically now an assistant solicitor. He is an \$1,800 clerk, and he is a very fine lawyer, and he is not only a fine lawyer, having laid a foundation by study and taken a post-graduate course, but he has peculiar fitness, and here we are only asking that he be made in name and be paid for doing the service that he is now doing. Whenever the solicitor is absent from the Department, and sometimes he is for thirty or sixty days, Mr. Van Dyne acts as solicitor.

Mr. PUGH. What salary is he getting now?

Mr. MICHAEL. Eighteen hundred dollars.

Mr. PUGH. You want to increase it to what amount?

Mr. MICHAEL. Twenty-five hundred dollars.

Mr. PUGH. That is an increase of \$700 per annum. How long has he been performing this service which you mention?

Mr. MICHAEL. He has been performing the duties of assistant solicitor practically for, I presume, ten years. He was a prominent candidate for solicitor when the present incumbent, Judge Penfield, was appointed. I have here letters indorsing him in the highest possible terms from every solicitor except the last one, and you have on file a letter from him on this subject. I also have a letter here, a copy of which is on file, from Mr. Adee, the Second Assistant Secretary, who is a very conservative man, as you know, and I presume you all do. He is very particular in his indorsements, and he writes with regard to this:

DEPARTMENT OF STATE,
Washington, December 13, 1898.

MY DEAR MR. CANNON: In the estimates now before your committee is a recommendation from the Secretary of State requesting that an assistant solicitor be allowed to this Department. I have myself personally been so much interested in bringing about this recommendation that it might perhaps not be in good taste for me to dilate upon the advisability and expediency—indeed, I may say the absolute necessity—of making such provision as the Secretary has asked for. But I know by daily and hourly experience how heavily taxed the Solicitor's office is. More than half the cases arising involving diplomatic discussion, and perhaps friction, with foreign governments relate to questions of law which must be carefully examined in the light of precedent legislation and international law. The work is far beyond the capacity of one man. Fortunately, for years past the Solicitor has been most efficiently aided by Mr. Fred Van Dyne, whose memory and industry have served in good stead and enabled him to act more authoritatively and with better knowledge of precedents and conditions than a mere clerical assistant can do or should be expected to do.

The adoption of the recommended item will not only properly compensate Mr. Van Dyne for the indispensable service he renders, but will put him in a position to render even more efficient service than heretofore by giving him a special official status.

The strong interest I take in this matter must be my excuse for writing you this personal letter, which I am sure you understand in the spirit in which it is written. You know me well enough to know that I am no believer in favoritism in the public service, but I do believe in making the service as efficient as possible, and this I am confident would be the result of raising the grade of the present clerk so as to make him competent to speak officially as the assistant law officer of the Department.

Very sincerely, yours,

ALVEY A. ADEE.

JOSEPH G. CANNON, M. C.,
House of Representatives.

DEPARTMENT OF STATE,
Washington, February 18, 1899.

HON. WILLIAM B. ALLISON,
Chairman Appropriations Committee, United States Senate.

SIR: I desire to earnestly invite your attention to the necessity for making provision during the present session of Congress for an assistant solicitor for this Department.

The amount of law work arising in the Department of State has steadily grown during the past few years. The rapid extension of our commerce in foreign lands in recent years has greatly multiplied the number and increased the importance of claims against foreign governments for damages for personal imprisonment and injuries to property. In order to protect and foster our commerce, these claims should receive prompt and careful attention. The events of the past year have greatly increased the number of important law questions coming before the Solicitor's office. It is impossible for one law officer to properly attend to all the important matters which are constantly arising and being referred to that office for consideration.

It is also absolutely essential that there should be in the Department a person of competent legal knowledge and experience who can act during the necessary absence of the Solicitor.

While the Department has been fortunate in having the services of such a person, a clerk of class 4, who has been employed in the Solicitor's office during the past eight years, and has actually performed the duties of an assistant solicitor, efficiently acting as Solicitor in the absence of that official, the Department can not expect to continue to receive such services without at least a moderate increase of compensation.

For these reasons an assistant solicitor is absolutely essential to the proper conduct of the business of the Solicitor's office. I therefore ask that provision be made in the pending general deficiency appropriation bill for an assistant solicitor of the Department of State, to be appointed by the Secretary of State, at an annual salary of \$2,500. I trust that my recommendation will receive favorable consideration.

In pursuance of my recommendation, I propose for insertion in the deficiency bill the following provision:

That the title "ten clerks of class four," Department of State, provided for in the legislative, executive, and judicial appropriation act for the fiscal year nineteen hundred, is hereby amended to read: "One assistant solicitor, to be appointed by the Secretary of State, two thousand five hundred dollars; nine clerks of class four."

I have the honor to be, sir, your obedient servant,

JOHN HAY.

MR. PUGH. This is the first application you have made for this increase?

MR. MICHAEL. No, sir; this is the second or third application. This letter from Secretary Hay is quite as strong. I referred particularly to Mr. Adey, because he has been there for twenty-seven years, and, as I have said before, he is a very conservative man in matters of this kind. Knowing what I do about it, if I had a vote upon this committee I would certainly give it for making him assistant solicitor at a salary of \$2,500.

MR. TAYLOR. Would you be guided in doing that by your desire to promote Mr. Van Dyne, or do you think that is the proper salary for that particular office?

MR. MICHAEL. To promote the good of the service and to recognize his merits and pay the man for the service he renders.

MR. HEMENWAY. The service he renders requires a first-class lawyer?

MR. MICHAEL. A first-class lawyer. In fact, the most important questions that are referred to the Solicitor are treated by Mr. Van Dyne, and he has almost absolute charge of certain matters that are assigned to the Solicitor, on account of his long experience and his ability.

MR. HEMENWAY. I understand you to say that the Solicitor himself can not now perform all the duties required of that office—that there has been more work than one man can do.

MR. MICHAEL. That is absolutely the truth. As to these laborers, I would like to refer to that, if you can give me a moment. They come under me directly—in fact the personnel of the Department does—but these men, it seems to me, performing the duties of assistant messengers ought to be paid more money than they are getting. You of course, not having had it particularly, do not know what difficult work they perform. There is hardly more than one of those messengers but who actually has to do work that calls for superior intelligence, and some of those messengers are men of superior intelligence and very fair education. Handling papers which are passing from bureau to bureau, and the responsibilities attaching—and some are very important, you might say very delicate papers pass through their hands. They carry

them from my door, for instance, to the other end of the building, and they must be men of responsibility, of considerable standing; and then in addition to these delicate duties they perform the duties of laborers; and it seems to me, without having any other object in view than the good of the service, in justice to them they ought to be promoted to be assistant messengers.

Mr. PUGH. Are they classified as skilled laborers?

Mr. MICHAEL. Yes, sir.

Mr. PUGH. Are they in the classified service?

Mr. MICHAEL. Yes, sir; they are classified as skilled laborers. Those two things asked for in the Department of State estimates it seems to me are important, and the committee would be doing a good thing for the service if the request was granted.

Mr. HEMENWAY. You understand, though, that request goes to all the departments, and the same condition exists all through the service; and when you start in to increase these laborers to assistant messengers, it does not mean only seven or eight in your office, but it means through all the offices?

Mr. PUGH. It means opening the flood gates in general.

Mr. MICHAEL. I was up here at the Capitol as clerk of printing records, and I went into the Department of State when Mr. McKinley's Administration came into power at the request of Mr. Sherman, because I had been associated closely with him and he wanted to have me as the executive officer in the Department of State, and I was very much surprised at some things in the Department of State, and I am not like Mr. Cridler, who has grown up, who has personal relations and sentiments, connected with the Department, as I have only looked at these things from the standpoint of business, and it seems to me a few things ought to be done and a few things ought not to be done. Doubtless some things are asked for in that estimate that ought not to be done, but I think what ought to be done are those two things.

Mr. PUGH. Would you care to briefly explain what you mean by that?

Mr. MICHAEL. No; I would not care to do that; it would hardly be proper for me to do it; but those two things are business propositions and I am satisfied if the committee—

Mr. HEMENWAY. When you say those two things you refer to the assistant solicitor and these laborers?

Mr. MICHAEL. Yes, sir.

THURSDAY, February 1, 1900.

WAR DEPARTMENT.

OFFICE OF THE SECRETARY.

STATEMENT OF MR. JOHN C. SCOFIELD, CHIEF CLERK, WAR DEPARTMENT.

Mr. HEMENWAY. I see in preparing the estimates you have taken from the temporary force a number of clerks and added to the permanent roll; that is, you have not taken the clerks, but you have estimated for a number of permanent clerks to take the place of those temporary clerks, if your estimates here were written into the bill.

Mr. SCOFIELD. Yes, sir.

Mr. HEMENWAY. Now, I think it is the policy of the committee not to add to your permanent roll at this time, but to continue to appropriate for this temporary force for another year, thinking that you could better determine yourself and we could better determine a year from now the number of clerks necessary to carry to the permanent roll. So in going over this bill we will go over it with that in view—that the temporary force will be carried as it has been during the past year and the permanent force not increased.

Mr. SCOFIELD. You have decided, then, on that line of policy?

Mr. HEMENWAY. Yes. Now, the first change we notice here is an increase in the salary of the chief clerk in the office of the Secretary. I understand you are the chief clerk, and we will be glad to hear from you as to the reasons why this increase should be made.

Mr. SCOFIELD. This increase is for the chief clerk of the War Department, which, as you have suggested, is myself. I dislike to say much about this, and would be very glad if the committee or some member would hear the Secretary of War personally about it, if you will. I can say briefly the reasons upon which I know he has based this estimate.

Mr. HEMENWAY. That is what we would like to have; the reasons the Secretary would give for recommending this increase in salary.

Mr. SCOFIELD. Substantially and briefly, they are these: The War Department has but one assistant secretary. It is the only Department of the Government, except the Navy Department and the Agricultural Department, that is so situated. The State Department has three, the Treasury Department has three, the Interior Department has two, the Attorney-General's Office has in the way of Assistant Attorneys-General five, besides the Solicitor-General, who gets \$7,500.

The chief clerk of the War Department necessarily performs duties assimilated to those of an assistant secretary. That is the history of the office. For years there has been no assistant secretary. In the earlier history of the War Department the chief clerk was for months at a time the Acting Secretary of War, there was no assistant secretary who was so designated, and he prepared numerous reports for Congress which were the basis of legislation, and the language which provides in the organic act for the office of chief clerk of the War Department differs from that of the chief clerk of any other Department. In fact, there is no specific legislation for a chief clerk of any other Department. There is general legislation which says that the chief clerk of the various Executive Departments shall have such and such duties—superintendence of clerks, distribution of work, etc.—but no chief clerk is specifically legislated for except the chief clerk of the War Department. The language which created the office of the chief clerk of the War Department is substantially this:

"There shall be in the Department of War an inferior officer—"

Mark the words—

"inferior officer—"

It does not say chief clerk or employee, but—

"that there shall be an inferior officer—"

This right after creating the office of Secretary of War—

"There shall be in the Department of War an inferior officer, who shall be employed therein as the head of the Department or the Secretary of War may deem proper."

The act which created the office of Assistant Secretary some eight or ten years ago provides that the Assistant Secretary of War shall perform such duties as are required by law or as may be prescribed by the Secretary of War. That is to say, the language of the acts creating the two offices is substantially the same. "To be employed therein as the Secretary of War may deem proper," in regard to the chief clerk, is tantamount, in my opinion, to the language which says the Assistant Secretary shall perform such duties as the Secretary of War shall prescribe. It is true with reference to the Assistant Secretary. The provision says that he shall perform such duties as shall be required by law, but the law has never required any specific duties.

He has no duties except those prescribed by the Secretary; but, as I say, I do not mean by this—it is furthest of anything in the world from my purpose—to claim to be an Assistant Secretary, or to say anything in derogation of the office of Assistant Secretary, and to put myself on a footing with them in any way except to state the fact that I am doing to-day, and have done for months, and necessarily am doing those things. I am doing them by order of the Secretary of War, duties which before I became chief clerk were performed by the Assistant Secretary, which the Secretary and Assistant Secretary had to devolve on me, and it is so because there is but one Assistant Secretary specifically provided by law for the War Department.

Mr. PUGH. Is that because of the increased business incident to our late war with Spain and the present hostilities in which we are engaged in the Philippine Islands?

Mr. SCOFIELD. I suppose it is. It is incident to those conditions which exist now, and if you could wipe out the present conditions and restore the status which existed before the war with Spain was proclaimed, and ask whether this would be so, it is wholly impossible to say; but it is not possible, if hostilities terminated to-morrow, if such a thing could by good Providence be done, to restore the status of things to the conditions they were before for years; the aftermath of what we have gone through will take us years—eight or ten certainly.

Mr. PUGH. And you think this ought to be made a permanent increase?

Mr. SCOFIELD. A permanent increase, that is my judgment, and as I say I would much prefer the committee would consult personally with the Secretary.

Mr. LIVINGSTON. How would it answer to say, "one chief clerk whose salary shall be so and so, but who shall act as assistant secretary."

Mr. SCOFIELD. The objection to that is this, that I do not want to go in opposition, or rather—

Mr. PUGH. You do not want to be placed in a position seemingly of detracting from that which properly pertains to your superior officers?

Mr. SCOFIELD. Yes, sir; I do not want to do anything of that kind, and in addition

to that I say I do not think it would be expedient. I do not think the officers of the Army particularly care to have assistant secretaries.

Mr. LIVINGSTON. How many assistant secretaries are in the Navy Department?

Mr. SCOFIELD. There is only one in the Navy. Except the Department of Agriculture and the Navy Department, the War Department is the only Department which has one.

Mr. LIVINGSTON. What does the chief clerk of the Navy get?

Mr. SCOFIELD. Two thousand five hundred dollars. The chief clerk of the Treasury Department gets \$3,000 and the chief clerk of the Interior Department gets \$2,750.

Mr. PUGH. Are the duties of the Assistant Secretary of War now definitely defined by law?

Mr. SCOFIELD. No, sir; they are not; and, as I stated, the organic act provides he shall perform such duties as shall be required by law or prescribed by the Secretary of War. There are none provided by law.

Mr. PUGH. Your duties are prescribed by the Secretary and also the Assistant Secretary?

Mr. SCOFIELD. The Secretary assigns the work. He divides the work up between himself and the Assistant Secretary, and he gives to the chief clerk, also, a class of work. I do those things by his authority, or by his direction, or by his order, and I do not want to have such power, I do not ask to have such power conferred upon me to act as Assistant Secretary in the sense he takes action himself, and not by order. He does not say, "I am directed by the Secretary," as some assistant secretaries do in their departments. He does not say, in a communication or indorsement, "By direction of the Secretary, I have the honor to advise you the department of so and so." He decides a case himself, and, of course, his act is the act of the Secretary within the purview and scope of his duties.

Mr. PUGH. In other words, you will not seek for the name and title, but for the emoluments?

Mr. SCOFIELD. I do not want to put in that word "emoluments." I believe the laborer is worthy of his hire, and I believe I am doing the work. I believe any member of this committee here or of this House who would come up and sit in my room any day of the week from 9 o'clock in the morning until half past 6 or 7 at night and go home at night and see the work I take with me—I do not believe he would hesitate for a moment in giving this. I ask for nothing but what I believe to be just, and nothing but what I believe the facts more than justify.

Mr. PUGH. I am sure the committee would not be disposed to question that.

Mr. SCOFIELD. But I would very much prefer the head of the Department, who knows what I do, to tell you. I would very much prefer you to see him.

Mr. HEMENWAY. The next item is clerk to the chief clerk, \$2,100.

Mr. SCOFIELD. I will explain that. As originally provided that was for the chief of the miscellaneous division. We have a great deal of miscellaneous work and it was intended for a man who was my assistant, and the Secretary of War, in going over these items, inquired into this, and asked what it was for, and I told him for whom it was intended, and he said, "Why not put it down as assistant chief clerk," and I told him it would be better to go in as chief of the division, but he thought it would be better to go in in this way.

Mr. HEMENWAY. So you really want it for a chief of division?

Mr. SCOFIELD. That is it, exactly. He is a man who takes my place in my absence, and he is a man of long experience and knows a good many members, and is fully entitled to it.

Mr. HEMENWAY. I see you provide for four in the place of three chiefs of divisions.

Mr. SCOFIELD. I will explain that. The office of the Secretary of War has always had three chiefs of divisions at \$2,000; but as a matter of fact we have always had four divisions; but one of these divisions was presided over by a \$1,800 clerk. Originally the record division, the correspondence division, and requisitions and accounts division were filled by \$2,000 chiefs, and the supply division was filled by a chief at \$1,800, and in addition to his salary of \$1,800, under a specific statute he weighed coal and measured wood sold by contract. There was a specific provision of law which entitled him to a compensation of 8 or 10 cents a ton—I have forgotten what it was now—which brought it considerably above \$2,000.

During Mr. Lamont's administration there was an act of Congress passed which repealed that statute and provided that we should weigh it without compensation, and in consequence of that that only left \$1,800 for the chief of division who heretofore obtained in addition to it several hundred dollars in the way of weighing coal and measuring wood. It is a very important division in the purchase of supplies and the distribution of them upon requisitions, and subsequently that chief resigned on

account of the reduction which followed. The man who was appointed to succeed him in Mr. Lamont's administration subsequently secured a reduction of one of the \$2,000 chiefs to \$1,800 and got his salary transferred to him, so instead of the chief of the record division who heretofore always got \$2,000, the chief of the supply division got \$2,000, and the chief of the record division got \$1,800 that the chief of the supply division had always had before, but had had it supplemented by the money from the weighing of coal which brought it up to that.

Mr. HEMENWAY. Let me ask you if you have a chief clerk at \$2,100 whom you desire to put as chief of the division, would you still want four chiefs in place of three?

Mr. SCOTFIELD. I have stated the facts. I think the man is entitled, as chief of division to the salary which always went with it. I think he earns it. I am perfectly willing to let the case rest on those facts as you have heard them.

Mr. HEMENWAY. If we give you the four chiefs of divisions you will strike out from your permanent force one clerk of class 4, as one chief is a clerk of class 4?

Mr. SCOTFIELD. Yes.

Mr. HEMENWAY. It would simply result in designating him chief clerk of a division in the place of a clerk of class 4?

Mr. SCOTFIELD. Yes.

Mr. HEMENWAY. I notice next you estimate for an increased salary of the secretary to the Secretary, from \$2,250 to \$2,400. He was receiving \$2,400 prior to the fiscal year 1900?

Mr. SCOTFIELD. Yes, sir.

Mr. HEMENWAY. And we equalized the salaries of all secretaries to Secretaries at \$2,250 in the last bill?

Mr. SCOTFIELD. Yes, sir. I may say, in reference to that position, it never was specifically appropriated for until that time—it has always been \$1,800. There was a \$1,800 position reserved for that. Under Secretary Alger he gave a \$2,000 position to it, and subsequently it was made \$2,250.

Mr. HEMENWAY. So the salary in that office has never been as high as \$2,400?

Mr. SCOTFIELD. Except once, and it was cut down by this act; it was \$2,400, I think. No, I do not think it ever was \$2,400, but I am not positive about that. It might have been one year \$2,400, but I am not sure; but that is a matter that I would also rather you would talk to the Secretary about, as it intimately and personally concerns him.

Mr. HEMENWAY. You had four chiefs of division in place of three, and you had this language: "Superintendent of buildings, outside of State, War, and Navy Department building, in addition to compensation as chief of division, \$500." Now, it is proposed to give this amount to one of the chiefs of division?

Mr. SCOTFIELD. To the chief of the supply division.

Mr. HEMENWAY. Who is performing this duty now?

Mr. SCOTFIELD. The chief of the supply division designated by the Secretary.

Mr. HEMENWAY. He gets nothing for it?

Mr. SCOTFIELD. He gets nothing for it, and there are four or five buildings, and it is quite a responsible position.

Mr. LIVINGSTON. If he was not designated you would have to employ somebody else to do it?

Mr. SCOTFIELD. Yes, sir. He was designated because he is a man peculiarly fitted for the work; that is, he is a strong man, a man of force, and a man who guards jealously the interests of the Government and stands right up and fights for it, and he does not let anybody impose upon him in the way of supplies or anything else.

Mr. HEMENWAY. I will ask you, in addition to the duties as chief clerk, if you could perform the duties required of the superintendent of buildings outside of the State, War, and Navy Department?

Mr. SCOTFIELD. That is what is done in the Treasury Department; that is, it is ostensibly supposed to be done, and is done in the Interior Department by the chief clerk, but I do not believe the man lives who can do my work and do anything else. I may be egotistical about it, but I certainly could not be superintendent of these buildings and do any service entitled to receive a dollar without neglecting what I consider my duties in my present position.

Mr. HEMENWAY. Those duties are performed by others than chief clerks in the other Departments?

Mr. SCOTFIELD. That I do not know; my own opinion is they must be. No man who is properly chief clerk, if the other Departments are anything like our Department, can possibly do them, because I think they have no time to go around and I do not see how he could do it without sacrificing something that pertains legitimately to his own business; I do not see how he could do anything outside.

Mr. HEMENWAY. I do not see anything else in your estimates here which requires an explanation.

Mr. LIVINGSTON. I would like to ask, before you leave that point, how many buildings are under this man?

Mr. SCOFIELD. I think four; possibly five. They require repairs, you know.

Mr. PUGH. You ask for an additional stenographer?

Mr. SCOFIELD. At \$1,600.

Mr. PUGH. Is that work being done now by detail?

Mr. SCOFIELD. That work is being done now by a temporary clerk, who is a very excellent and a very superior stenographer and typewriter, and does the work and a part of the work of the Secretary, and this was inserted with the view of retaining his services.

Mr. PUGH. It is simply to make permanent that which has been a temporary assignment?

Mr. SCOFIELD. Yes.

Mr. HEMENWAY. Who has charge of the State, War, and Navy building?

Mr. SCOFIELD. That is by law placed under the charge of an engineer officer in the Navy or Army. It has always, with one exception, been under the charge of an engineer officer of the Navy, and the present incumbent is Chief Engineer Baird, of the Navy Department.

Mr. HEMENWAY. Why could not his duties be extended over the buildings outside of the State, War, and Navy building?

Mr. SCOFIELD. If you read the report of Captain Baird to the three Secretaries who constitute the commission to control the building, if you read his annual report and see what he has to do and what he does, I think that will answer the question better than I can answer it. The War Department building is an immense building and it is a modern building. It is honeycombed with electric wires, electric lights, electric bells, telephones, and one thing and another. It has an immense heating plant and elevator service, so I believe it requires all the faculties of a good man to look after it. It is an immense building, and I do not want to express a decided opinion on it because I do not know, but the best man to tell would be Captain Baird himself as to whether he could do any more work.

Mr. HEMENWAY. I do not see anything else unless it is this stenographer at \$1,600. Is that new?

Mr. SCOFIELD. I have explained that.

Mr. HEMENWAY. You have a temporary clerk performing that duty?

Mr. SCOFIELD. Yes; and, as I say, he is an acceptable man and a very rapid stenographer and typewriter.

Mr. HEMENWAY. If we do not take up these clerks as permanent they will be continued as temporary for another year?

Mr. SCOFIELD. Yes, sir.

Mr. HEMENWAY. Is there anything else in the estimates now?

Mr. SCOFIELD. If the committee will permit me to make just one remark. I do not know whether you are cognizant of the fact or not, but as a matter of fact the War Department suffers by comparison with the Interior and Treasury Departments, for instance, in the matter of high-grade salaries of clerks. We have nothing to compare with the Interior or Treasury Departments in that matter, and it was the purpose we had in view we desired to put the War Department to some extent on an equality with those Departments, because we believe that the work of the Department justifies it.

Mr. HEMENWAY. That would have to be done when a number of these temporary clerks are finally taken on the permanent roll?

Mr. SCOFIELD. Yes; but we believe the time is right now to make that final decision. Those people have been on here two years. We thought last year we foresaw definitely we would need those, and the matter was brought to the Secretary's attention at that time and he concluded that it was not best, in his judgment, to continue any longer as temporary employees people who had served two years when it was manifest that they would be required for years to come.

Mr. HEMENWAY. Now, in the event clerks were added to the permanent list, would it be better to take the temporary clerks and authorize their appointment or secure those clerks through the civil service?

Mr. SCOFIELD. I have no hesitation in saying that it would be, in my judgment, in the interest of the Government to avail ourselves of the present temporary force to a large extent.

Mr. HEMENWAY. Why?

Mr. SCOFIELD. For the reason they have become very capable temporary clerks. They have had from eight or ten months to two years' experience in the work, and

some have developed into splendid clerks, and it would be manifestly injurious to the public interest to take the present experience and remove a person and substitute the smartest person in the world who had not had that experience, because, as in all other business, experience counts for a great deal, other things being equal. I say this, and I am a civil-service man; that is to the extent I owe everything I have got to the civil service. I came in at the lowest grade and worked up every grade, so I perhaps ought not to say these things here, but those are the facts. I say I think we would be very foolish—the Government would be—not to take advantage of the good people we have.

Mr. HEMENWAY. That is, it would be better to retain the experienced clerks in preference to taking on new clerks?

Mr. SCOFIELD. Yes.

Mr. PUGH. Take these temporary assignments as an example. Now, in your judgment, will they compare with a like number received from the Civil Service Commission here in point of efficiency?

Mr. SCOFIELD. I am sorry I got on this, because it always arouses more or less antagonism. The matter, in my judgment, about civil service is, you can get as good people out of civil service as with civil service, if it was not for the personal equation which enters—that is to say, with the civil-service law the question of influence does not cut any figure, but with the civil-service law down, there are members of Congress and Senators who are besieged and are obliged to make some provision for people. They oftentimes are compelled by the necessities of the case to urge the appointment of people who can not do the work, and they can not say anything against it. They are under obligations, and they have to do it. No head of department can stand against the pressure—

Mr. PUGH. I requested you to state the comparison as to those two forces—the temporary force and the force drawn from civil service.

Mr. SCOFIELD. That applies to some extent in our present force.

Mr. PUGH. I understood you to say, though, you believed the force taken in the general way would compare favorably with those received through the civil-service channel?

Mr. SCOFIELD. The present force will, except for the fact that we have had to take some people who were not up to the standard.

Mr. PUGH. Does not that occur through the civil-service channel also?

Mr. SCOFIELD. It is not, in my judgment, so likely to occur.

Mr. TAYLOR. The proportion of inefficient is not so great under civil service as it would be the other way?

Mr. SCOFIELD. That is my judgment. I would not want, without a careful study of the situation, to express a decided opinion, but that is my impression.

Mr. LIVINGSTON. If we fail to grant the seven clerks for five, and fifteen for eleven, and seven for four, etc., in these different classes, and keep them on the temporary roll, what appropriation over the \$72,420 will be necessary to meet the demand on the temporary roll?

Mr. SCOFIELD. No, sir; it would not. This appropriation has been reduced in contemplation of these places being filled.

Mr. LIVINGSTON. Then we would have to increase the appropriation for the temporary roll?

Mr. SCOFIELD. Yes, sir.

Mr. LIVINGSTON. I see down here you want four doorkeepers at \$1,000 each?

Mr. HEMENWAY. They were just picked up from the temporary roll?

Mr. SCOFIELD. Yes, sir.

Mr. HEMENWAY. If we provide for this temporary force for another year, you had on the basis of \$600,000 for the temporary force last year—that is right?

Mr. SCOFIELD. Yes, sir.

Mr. HEMENWAY. So in order to carry this force through you would want the full appropriation given?

Mr. SCOFIELD. If you do not give us what we ask for here, we want the full appropriation; yes, sir.

Mr. HEMENWAY. In all probability you will require the services of the temporary force you now have for another year?

Mr. SCOFIELD. There can not be any question of it; I do not think there can be a shadow of a doubt about it.

Mr. HEMENWAY. But then, as a matter of fact, you had better determine a year from now the number of people who are necessary to be continued on the permanent force than now.

Mr. SCOFIELD. I do not think so. I think we can tell to-day. I do not think there is any question that we will ask for a greater number than we will really need.

Mr. HEMENWAY. You are positive you will need the whole temporary force for another year?

Mr. SCOFIELD. There can be no question about it, in my judgment.

Mr. LIVINGSTON. Would \$600,000 enable you to promote some of these temporary clerks to a reasonable salary?

Mr. SCOFIELD. To a small extent it would.

Mr. LIVINGSTON. Only to a small extent?

Mr. SCOFIELD. To just what extent I can not say. The process of promotion is going on in the temporary clerks all the time—that is, every six months.

Mr. LIVINGSTON. On merit?

Mr. SCOFIELD. We are reducing and promoting. When we find a person is very efficient on the temporary roll we promote him, and if he is inefficient we reduce him or get rid of him.

Mr. LIVINGSTON. You could get on with this appropriation of \$600,000?

Mr. SCOFIELD. I think we can.

Mr. HEMENWAY. Now, if this appropriation of \$600,000 is made for the temporary force will it be necessary to continue the provision that appointment shall be made without consideration of the civil-service law?

Mr. SCOFIELD. I should think it would. That would be my first judgment.

Mr. HEMENWAY. If you had to change all this force and take them through the civil service, what would be the effect in your office? What immediate effect would it have on your force in the year?

Mr. SCOFIELD. The probable immediate effect would be this, it would be more or less disastrous for these reasons, we can get persons very much more quickly without recourse to the civil-service law than we can by going to the civil-service law.

Mr. HEMENWAY. As a matter of fact you have the clerks now and they have the experience of two years?

Mr. SCOFIELD. But if we were to drop the old force out and fill their places through the civil service the first difficulty that would confront us, beyond the possible delay of a week or two in getting names and examining papers, would be after we had made our selections for appointments from the civil-service certificate and notify John Smith, at Sandusky, Ohio, or down in Alabama, or Indiana, or wherever he was, that he had been appointed a clerk at \$1,000 or at \$900, as the case may be, in the War Department for a temporary position, he would telegraph back here or write, "How long would this last?"

Mr. LIVINGSTON. He is asking about civil service?

Mr. SCOFIELD. This covers it. We would reply, "We can not say, probably four, or five, or six months, or may be a year; not longer than a year under the law. The law provides for a temporary force which lasts but one year." He would reply back, "I am getting this much and I will not leave for that." It never has been brought out, to my knowledge, before the committee; but that is the reason why we had better refer to this temporary force. That is the difficulty which confronts us. We could get people through the civil service, and as we appointed them we have in good faith to tell them it was a temporary position, why nine times out of ten they would decline it.

Mr. HEMENWAY. Then let me ask if it would not have this effect, that it would simply delay and demoralize the work for the coming year if that provision was not put in the bill?

Mr. SCOFIELD. From what I have said I think it would be a most unwise thing to do. I believe actual probation, actual experience, is the best test of a man's ability. I do not believe in scholastic examinations of any kind to take the place of actual test, and I believe that clerks who have twelve months or more of test and have been doing work satisfactorily are better for the interest of the Government than any new clerks for the simple reason that the new clerks have to be taught, have to have an office test, before they adjust themselves to the environment of a Government office.

Mr. HEMENWAY. If this provision was not continued it would result in the mustering out of service all of these temporary clerks and bringing in clerks through the civil service and you would have the difficulty which you have just described?

Mr. SCOFIELD. If this provision was wiped out it would not result that way unless there was a larger appropriation for these new clerks. It would simply stop the work. If the provision for employing temporary clerks was not enacted or was not made—

Mr. TAYLOR. Retained.

Mr. SCOFIELD. If there was no provision for \$600,000 for temporary clerks for the next year we could not get any clerks, either through the civil service or otherwise, unless you increase the permanent appropriation.

Mr. HEMENWAY. You did not get my question. If this appropriation for temporary force was continued without a provision that they may select them without civil-service examination, would it be possible to take them through civil service?

Mr. SCOFIELD. Certainly.

Mr. HEMENWAY. The clerks to the amount of the whole \$600,000 would have to be taken through civil service?

Mr. SCOFIELD. Certainly.

Mr. HEMENWAY. So it is absolutely necessary, in your judgment, to put on the other provisions that they shall be selected without regard to the civil-service laws?

Mr. SCOFIELD. It certainly would be unwise, in my judgment, to do it—

Mr. PUGH. How many have you on the temporary roll now?

Mr. SCOFIELD (continuing). For the reason that these people now in the service are better for the service as things are than any new clerks would be for months to come. I do not believe you could replace them. I do not believe you could drop out the existing force of tried clerks and exchange a new force without great delay and great inconvenience and without serious detriment to the work of the Department. There are now on our temporary force—it varies, but there are now on the temporary force 222 employees.

Mr. PUGH. Has that roll been increased or diminished, especially during the past few months?

Mr. SCOFIELD. No, sir; it maintains about that level. It varies sometimes—when we have a demand for four or five clerks. To illustrate: You doubtless know that we have been in the receipt of a great many resolutions calling for a great variety of information. That necessitates extra work, delays the current work, and will, in certain cases, call for extra temporary service of greater or less duration.

Mr. PUGH. What is the range of salaries for these temporary employees?

Mr. SCOFIELD. The pay of the temporary employees ranges from \$600 up to \$1,400. There is one man appointed at \$1,600 who was a skilled accountant, and there was one stenographer at \$1,600 who was an expert court stenographer and typewriter.

Mr. PUGH. The matter is entirely at the discretion of the Secretary?

Mr. SCOFIELD. It was, entirely. I may say that Assistant Secretary Meiklejohn, who has this matter in charge, in my judgment has defended the Treasury and the pocketbook of the people in a very handsome manner. He has endeavored to test people by a small salary at a start for a number of months until they proved their qualifications, and then he promotes them, and he only made very few salaries, as I say, as high as \$1,600, and it is the only instance I know of, and that after many months of service.

CONTINGENT EXPENSES, WAR DEPARTMENT.

Mr. HEMENWAY. You increase the item for postage stamps for the War Department and its bureaus from \$500 to \$1,000?

Mr. SCOFIELD. Yes, sir; we did that for the reason that we had \$500 for the last year and had to put in a deficiency of \$500.

The CHAIRMAN. For contingent expenses you add "Signal Office and building for signal stores and supplies."

Mr. SCOFIELD. That was to cover another rented building which had been rented subsequent to the last appropriation.

Mr. HEMENWAY. You increase it from \$38,000 to \$58,000?

Mr. SCOFIELD. That is because we had \$20,000 deficiency in 1899, and we had to have it.

Mr. HEMENWAY. Now, it is absolutely necessary to have the amount of this estimate of incidental expenses?

Mr. SCOFIELD. Undoubtedly.

Mr. HEMENWAY. For rent of buildings, is it necessary to continue the amount as estimated?

Mr. SCOFIELD. Unless you provide us additional room in the State, War, and Navy building.

Mr. HEMENWAY. That can not very well be done.

Mr. SCOFIELD. I wish it could, but I believe it is a physical impossibility. I do not believe it is within the power of man.

Mr. HEMENWAY. Can you tell out of what fund you rent this building for the Signal Office?

Mr. SCOFIELD. I can not say positively, but I think we rent it out of this same appropriation. It is a small building.

The CHAIRMAN. I wish you would find out and advise us from what fund you rent the building for the Signal Office?

Mr. SCOFIELD. My impression is quite strong we are paying out of this appropriation. We have people in it who belong to our legislative appropriation.

RECORD AND PENSION OFFICE.

STATEMENT OF GEN. F. C. AINSWORTH.

The CHAIRMAN. I see you submit a reduction of force, I believe, of 32 people?

General AINSWORTH. Amounting to \$35,340.

Mr. HEMENWAY. In view of the fact that all communications to your department are so promptly answered, I would like you to advise the heads of the other departments how this can be done and the force decreased, if you think you can do that?

General AINSWORTH. Well, I do not think they would care to receive advice from me about it.

Mr. LIVINGSTON. Is it not a fact that the work is growing less every day?

General AINSWORTH. No, sir; the work is increasing every day. The Spanish war records have been coming in rapidly, and they have greatly increased the work of the office in the past year, and will continue to do so for a great while to come, when pension claims come in and claims for settlement of accounts.

Mr. TAYLOR. Is this decrease that you have been able to recommend a reduction of the amount of salaries or a reduction of the force?

General AINSWORTH. It is a reduction in the force.

Mr. TAYLOR. You have been able to do that by more thoroughly systematizing the business?

General AINSWORTH. The result of systematizing the work of the office and the introduction of the card system. I commenced with a reduction in 1893, I think, and have gradually been reducing the force since. The total reduction amounts to \$500,000 in salaries and contingent expenses, which has been effected since 1893. I have had no increase of service at any time.

Mr. HEMENWAY. I suppose you want the provision at the foot of page 126 continued: "And all employees provided for by this paragraph for the Record and Pension Division of the War Department shall be exclusively engaged on the work of this office for the fiscal year 1901."

General AINSWORTH. Yes, sir. The provision has been in for many years.

OFFICE OF THE ADJUTANT-GENERAL.

STATEMENT OF COL. W. H. CARTER, ADJUTANT-GENERAL'S OFFICE.

Mr. HEMENWAY. In looking at the estimate here, I see no change in your estimates, except where you seek to make permanent in a number of places that are now provided for as temporary in your office?

Colonel CARTER. Yes, sir; we recommend another change, which is absolutely necessary, but the Secretary, through some error or other, did not send it, but it will be sent in in a special estimate; that is, the rating of the chiefs of divisions handling an army as strong as we are now and what it must be in the future.

We have not been able to bring officers into the department, they being assigned to other duties, and our chief clerks are performing duties which are ordinarily performed by an assistant adjutant-general. We have not had the officers in there to do it, because we have had to send them abroad. Therefore the chief clerks ought to be given the rating which they deserve and which is given in the other departments of the Government. We have three men whose knowledge of the law, military customs, and precedents of the office is invaluable to the Department, and I am sure if it had not been accidentally omitted the committee would recognize at once, in an office which is dependent upon the work of these men in adjudicating papers which relate to claims against the Government for pensions and for all the other things which come to that department, these men ought to be better paid than the usual \$1,800 clerk in other departments. They will recognize the fact that the great Record and Pension Office handles the cases after they are completed in the Adjutant-General's Office. They copy them off the rolls now, but our men must know the precedents and law and everything connected with the adjudication of those cases in order to adjust them as they go through. It is impossible to detail enough officers to stay there long enough to become familiar with that work. I have in my office a list of the hours those men work, and in the past two years they have simply had to work night and day in order that the honor of the office might be protected, and to answer the thousand and one questions which come, and that class of men ought to be recognized.

Mr. HEMENWAY. You say there are three receiving but \$1,800, fourth-class clerks?

Colonel CARTER. There are seven receiving \$1,800, but three are chiefs of divisions who ought by all means to be advanced to \$2,000.

The CHAIRMAN. Now, then, as to your temporary force. It is continued for another year. Say there is a lump appropriation which is to continue the temporary force for another year, do you think it advisable to put on the provision that they should be selected without regard to the civil-service law, or, in other words, that this same force should be continued?

Colonel CARTER. If the same force was continued, I think we have got a great many who are good now, having been there for two years.

Mr. HEMENWAY. You would not want to dispense with them and take clerks through the civil service?

Colonel CARTER. Our clerks who come through civil service are excellent people as a rule, but if we are going to continue the temporary force at the same rate of pay they are receiving it simply involves us in a constant training school. We had 103 to leave us during the past year to accept positions at a higher rate of pay. The pay received by our temporary force of clerks ranges as low as \$40 a month. I urge that no person should be a clerk who can not receive at least a messenger's pay, and the minute we train them to be something they go over to the Treasury Department. I have had four stenographers who left us during the past year. The minute I get one qualified and familiar with the methods in my department they go over to the Treasury Department and get \$1,400. I think we ought to have an increase in the regular force for more reasons than one; the principal one is we can never again settle down to the work of our little establishment on the frontier of 25,000 men. It is simply out of the question, and I have no doubt—

Mr. HEMENWAY. Is it not impossible for you to tell now what permanent force would be required?

Colonel CARTER. I have asked for a part of this additional, and keep the balance as a temporary force for another year, until we can tell whether they can be dispensed with. There is no question in my mind that the regular force of the Adjutant-General's Office must be increased, and the sooner it is done the better, because it will enable us to select the people who have been trained, and get them in on salaries under which they will stay in.

Mr. HEMENWAY. You would want to select from the temporary force you now have?

Colonel CARTER. Yes; those people who are qualified and who do good work in the office. I have a list in my pocket which we furnished the Assistant Secretary, giving their relative efficiency through the year, and after instruction they are more valuable to us than anybody we could get by any examination on earth, because they are all instructed. Many of ours selected were selected or assigned by the Secretary of War from the different companies, selected soldiers, who were company clerks and men accustomed to that work, especially in the muster-rolls division.

Mr. HEMENWAY. Then, if the provision for the selection of this force without regard to the civil-service law was left out, it would result in the discharge from your office of a number of people who were selected from the Army and who were company clerks?

Colonel CARTER. And recommended by their company commanders.

Mr. HEMENWAY. And recommended by their company commanders, and the result of it would be to take new clerks who would come through the civil service?

Colonel CARTER. Yes, sir.

Mr. HEMENWAY. You do not think it is advisable?

Colonel CARTER. I do not think that would be in the interest of the office. I think we would be perfectly willing to let all these people appear before the Civil Service Commission for a special examination if they wanted them to be examined, but I think some examination ought to be based on experience shown in the office. We have a great many clerks, I should add, I think not only slow, but I think ought to go out. But you gentlemen know you are appealed to by very meritorious cases, and I do not know a woman who was put in there but who is not supporting somebody besides herself, and most of these people are generally children of distinguished officers or widows of men who have been killed in the service, and some who simply can not make a living, but by various pathetic appeals have got on the roll. Some ought not to be there.

Mr. HEMENWAY. You say they are widows of men who performed distinguished services for the country?

Colonel CARTER. The most of them are of that kind there, widows and daughters.

Mr. HEMENWAY. You would not advise their discharge in order to secure people through the civil service, would you?

Colonel CARTER. Some of them are not so valuable, but I think there might be a special examination if it was necessary, but I would not put them in competition with people who can pass a better examination, but who have had no experience in office; as I say, some are not very efficient, but we have a great many who are.

Mr. LIVINGSTON. Would not that be the case, that some would not be very efficient if you got them through the civil service?

Colonel CARTER. Through the civil service we get people of a certain grade; that is, they must possess certain qualifications, but we have got a lot of clerks who did not come through it who are just as skilled, although I am not at all against the civil service. I find they require certain elements of knowledge which are essential in any good clerical position.

Mr. PUGH. These appointees you have there all come through the Assistant Secretary?

Colonel CARTER. Yes, sir.

Mr. HEMENWAY. I notice you drop here a clerk in the Adjutant-General's Office at \$1,800 that was given you last year. Why is that done?

Colonel CARTER. Because the law has put that young man's position outside of the civil service—a personal appointment of the Adjutant-General as chief of bureau, and he is called a secretary. It was formerly his clerk.

Mr. HEMENWAY. But you do not recommend any appropriation for the secretary.

Colonel CARTER. I do not know where he is counted in.

Mr. LIVINGSTON. They had better look into that or they may lose the appropriation for him. What is he now called?

Colonel CARTER. He has been on the rolls since the 31st of the month, when the Secretary of War took him on account of his efficiency, but there will be another one put in his place. I will find out about that as soon as I get down and look that up.

Mr. LIVINGSTON. You see if he is included in the 15 there which follow?

Colonel CARTER. The arrangement of our clerks before the war was not satisfactory to the office. We never had enough high-grade clerks as compared with the clerks of other departments. I have a copy of the letter which General Corbin addressed to the Secretary on the 20th of October, before this estimate came in, on the subject, but they mislaid it somewhere.

Mr. HEMENWAY. Possibly he did not think it advisable to do it, but you can investigate that.

Colonel CARTER. Will it be necessary to send up a special estimate for the chiefs of division, or would the committee consider it? General Corbin desires me to call attention to it.

Mr. HEMENWAY. We would hardly want to consider it unless it is recommended by the Secretary.

Colonel CARTER. I will get him to send it up. We really need it more than anything else, and I sincerely hope we will not only get an additional force, but get it in such shape so we can re-rate the clerks. We have too many clerks of the low rate, and too few, also, which is a serious disadvantage with everything connected with the enormous pension appropriations going through the Department.

WAR DEPARTMENT,
Washington, February 2, 1900.

The CHAIRMAN COMMITTEE ON APPROPRIATIONS,

House of Representatives.

SIR: I have the honor to inform you that through error in preparing the estimate for the clerical force of the Office of the Adjutant-General for the ensuing year the clerk to the Adjutant-General, at a compensation of \$1,800 per year, was omitted. I request that the error may be corrected in committee.

In view of the important and valuable nature of the work in the large divisions in the Office of the Adjutant-General, I recommend that three chiefs of divisions be added to the estimate, each at a compensation of \$2,000 per annum. Chiefs of divisions and assistants in other executive departments are rated from \$2,000 to \$2,750 per annum.

When the fact is considered that the work of the Adjutant-General's Office includes the records of all officers and soldiers, involving all the details incident to the settlement of pension and other claims, and that there is demanded from chiefs of divisions an intimate knowledge of military laws, rulings, and judicial decisions, customs, and business methods of the service, it will be readily understood that clerks of a high order of capacity must be obtained for these positions. The records of the Adjutant-General's Office are among the most important of the Government. They contain and constitute the history of the military establishment; its organization and personnel, the orders, correspondence, and papers affecting the Army as a whole, each organization composing it, and each individual member of it.

The interests and rights of thousands of individuals, as well as of the Government, depend upon the completeness and accuracy of the records. I am impressed with the fact that in the past the low rate of compensation of the clerks generally in the office of the Adjutant-General has made it too much of a school of instruction for the preparation of clerks who seek transfer to other Departments where they have an opportunity to rise more readily to a higher grade.

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It has been found impracticable to fill these positions with commissioned officers of the Adjutant-General's Office because of the small number of officers in this corps and the great needs of the Army for their services.

Very respectfully,

ELIHU ROOT,
Secretary of War.

OFFICE OF THE INSPECTOR-GENERAL.

STATEMENT OF GEN. JOSEPH C. BRECKINRIDGE, INSPECTOR-GENERAL.

Mr. HEMENWAY. This increase in force represents your temporary force?

General BRECKINRIDGE. Yes; the same number of clerks.

Mr. HEMENWAY. Which are appropriated for temporarily?

General BRECKINRIDGE. A little bit differently arranged, though.

Mr. HEMENWAY. You ask for no new clerks except those you are getting from the temporary force which you seek to make permanent?

General BRECKINRIDGE. I seek to arrange my office to meet the new case better.

Mr. HEMENWAY. But with a view of promoting these temporary clerks?

General BRECKINRIDGE. No, sir; I do not care whether they are promoted or not as long as you give me the force.

Mr. HEMENWAY. You can get along with the temporary force you now have for another year?

General BRECKINRIDGE. I do not think I can very well.

Mr. HEMENWAY. Do you need additional clerks?

General BRECKINRIDGE. I need a first-class character of clerks, and the additional clerks are generally not first-class. I do not mean they are worse than others.

Mr. HEMENWAY. In this increase which you make here you seek to add to the permanent list and drop some temporary clerks?

General BRECKINRIDGE. That is the idea. In the first place, I suppose the Secretary made up his mind that the number of temporary clerks he gave me was the number he thought I ought to have, and I tried to adjust the work to the necessities. In that line of making a different adjustment, may I call the attention of the committee to this status—

Mr. HEMENWAY. Briefly, because we have a number waiting.

General BRECKINRIDGE. My bureau is the only bureau that has not a chief clerk. I believe the importance of the work we are doing and the excellence with which we ought to do it requires that I should have as good an organization as any other, and what I was trying to do was to get it that way adjusted, and you should fix us with an organization that would accomplish the object, and I was trying to get brains at the top of the job instead of getting mere copyists at the bottom, because my work is not much copying, but everything has to be with judgment. We are always touching on other people's work, and if I might give an illustration in a moment, a thing you probably hardly would think of otherwise, to take a simple case like the condemnation of property—

The CHAIRMAN. We understand the duties which are performed by your office.

General BRECKINRIDGE. If you do, you are about the only persons I have met who have.

Mr. HEMENWAY. I do not mean to say that we have accurate knowledge, but we have a general idea of the work which is performed.

General BRECKINRIDGE. Of course this is in the annual report also, but I do not suppose you read that, and if you will let me press that one step further, it will not take half a minute. In that subject alone there is about \$3,000,000 attached. If you can give me a clerk who can handle it right we will save about \$200,000, which is more than the entire expenditure involved, but it has to be handled by people who are not copyists. I want to get heads of divisions as well as a chief clerk. I want to have a head of a division like all the others have. Any big business has to be that way. You see our division has increased and is increasing all the while; I think it has doubled and in most things trebled, and it has not only trebled in quantity, but even in quality and importance, and if you are going to keep up the morale and economy and efficiency of the service, you have to consider your Inspection Bureau with all its work and make it as good as you can.

General Breckinridge submitted the following:

Compared with the previous year the increase of work in the Inspector-General's Office may be shown by the following data:

The number of papers received and acted upon in the year 1898 was 45,087, and the number received and acted upon in 1899 was 59,904, being an increase in the number received and acted upon over 1898 of 32 per cent.

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The number of miles that the men traveled was 58,033.
 The number of disbursing officers, 1898, was 430.
 The number of disbursing officers, 1899, was 587.
 The number of dollars involved, 1898, was \$62,568,713.
 The number of dollars involved, 1899, was \$350,855,522.
 The number of inspections were—

	1898.	1899.
Of persons	96,266	148,300
Of places.....	96	350
Of funds	713	946
Of property	1,592	3,425

so that both the number and quality of the clerks should be increased in corresponding ratio two or three times at least.

The Soldiers' Home work also needs an increase of clerks.

The amount saved on property by careful examination would quadruple the entire expense of the Department for clerical work.

OFFICE OF THE JUDGE-ADVOCATE-GENERAL.**STATEMENT OF MAJ. H. C. CARBAUGH, JUDGE-ADVOCATE-GENERAL'S OFFICE.**

Major CARBAUGH. I come here to represent General Lieber.

Mr. HEMENWAY. I see you recommend an increase of two in your force.

Major CARBAUGH. Yes, sir. I can explain that in a word or two. We have now five temporary employees. We expect them all to go out either in March or at the end of the fiscal year. We would like to have two increase force to take their places. We think we can get along with one class E clerk, because we ought to have two clerks of that class, so when the question of promotion in the next higher grade comes—

Mr. HEMENWAY. What class is that class E?

Major CARBAUGH. It is just below class one; in the estimates you will find it.

Mr. HEMENWAY. That is a departmental rating?

Major CARBAUGH. Yes, sir. We would like to have two given there, and we would like to have an increase of class 2 by one, which makes a total increase of two, and then we will dispense with the five temporary clerks as soon as the appropriation runs out. I would like to add one word about our chief clerk. He occupies a dual position, in that he must be a law clerk and also chief clerk, which requires a high order of ability. Every Department, almost—the Department of Justice, the Solicitor-General's Office—have law clerks. He is a most excellent man and he earns more than he gets, and we would like very much to see him get \$500 a year extra, because he is invaluable as a law clerk and chief clerk.

Mr. HEMENWAY. If the temporary clerks are continued for another year it would do away with the necessity of increasing your force?

Major CARBAUGH. It would do away with the necessity of increasing the force, but it would give a poor service, which we would like to dispense with.

Mr. HEMENWAY. Of course it would be a service not as well paid as the service you ask for here.

Major CARBAUGH. I think the total expenditures would be greater for the five temporary clerks.

Mr. HEMENWAY. I mean per man.

Major CARBAUGH. Per man it would be just about the same with two of them, but I am not quite sure of that. I think two are just about the same price.

SIGNAL OFFICE.**STATEMENT OF MR. EUGENE FECHÉT, DISBURSING OFFICER, SIGNAL OFFICE.**

Mr. HEMENWAY. In the changing of your estimate here you simply seek to take up a part of the temporary force and make them permanent. Am I correct about that?

Mr. FECHÉT. That is not the motive for doing it.

Mr. HEMENWAY. I understand you want to reorganize your force.

Mr. FECHÉT. Owing to the absolute impossibility of doing our work. Probably there is no other corps in the Army which jumped from a little, insignificant bureau to one it has during the Spanish war, and even after hostilities stopped our work increased. It is the only corps which has, owing to the fact we are charged by law with electrical communication all over the country which is occupied by military forces, and the work has been probably increased twentyfold.

Mr. HEMENWAY. What change do you ask for here; is this estimate of chief clerk (\$2,000) a change, or have you a chief clerk now?

Mr. FECHÉT. We have no chief clerk. We have a chief clerk by law, but it was dropped out in 1891.

Mr. NESMITH. It was appropriated for 1888, 1889, and 1890.

Mr. FECHÉT. And it has never been appropriated for since. We are the only Bureau, I think, that has no chief clerk.

Mr. HEMENWAY. You say it was dropped out in 1891?

Mr. NESMITH. I think so.

Mr. HEMENWAY. You have not had a chief clerk since that time?

Mr. FECHÉT. No, sir.

Mr. HEMENWAY. Then the chief clerk you ask for here is new?

Mr. FECHÉT. Yes, sir.

Mr. HEMENWAY. One clerk of class 3 and one clerk of class 2 were taken from the temporary roll?

Mr. FECHÉT. Yes, sir.

Mr. HEMENWAY. You ask three clerks of class 1 in the place of two clerks; is that additional clerk supplied from the temporary roll?

Mr. FECHÉT. Yes, sir.

Mr. HEMENWAY. You ask for three clerks of \$1,000 each; are they supplied from the temporary roll?

Mr. NESMITH. Yes, sir.

Mr. HEMENWAY. And two clerks of \$900. Are they from the temporary roll?

Mr. FECHÉT. Yes, sir.

Mr. HEMENWAY. And you ask for one assistant messenger. Does he come from the temporary roll?

Mr. FECHÉT. Yes, sir.

Mr. HEMENWAY. So the only thing you ask for not supplied from the temporary roll is the chief clerk. Now, please explain to the committee the necessity for the chief clerk.

Mr. FECHÉT. The chief clerk is charged with the general supervision of the office. He also has to look after the personnel of the office force, and then the civilians hired by the Signal Corps on military telegraph lines and their accounts have to be audited.

Mr. HEMENWAY. Who is performing that service now?

Mr. FECHÉT. He is a man whom we call our chief clerk.

Mr. HEMENWAY. Is he a clerk of class 4?

Mr. FECHÉT. Yes, sir; at \$1,800 a year.

Mr. HEMENWAY. By making him chief clerk it would simply result in increasing his salary \$200 per year?

Mr. FECHÉT. I beg your pardon; no, sir. A man is now getting but \$1,200 on the permanent list who is charged with all the duties of auditing all property accounts of the whole Signal Corps all over the world, and if we have a chief clerk at \$2,000 a year we can promote this man who has been there so many years and is practically auditor of the whole Signal Corps and audits the money accounts and property returns for the whole Corps, and, as I say, gentlemen, our disbursements have jumped from an annual appropriation of \$22,000 under the old time up to now I, as disbursing officer, have disbursed over \$1,000,000, and we are now expending at the rate of \$400,000 a year where we used to expend \$18,000 to \$22,000 years ago.

Mr. HEMENWAY. You say you take a \$1,200 man and give him this addition?

Mr. FECHÉT. Yes, sir.

The CHAIRMAN. You are going to drop, then, a clerk of class 1?

Mr. FECHÉT. Of your permanent clerks?

Mr. HEMENWAY. Yes. That is the only new one?

Mr. FECHÉT. Yes, sir; it would, if you were to do it. If you would allow me—the question of transfer from the temporary clerks to the permanent list is not taken up—

Mr. HEMENWAY. That will not be taken up.

Mr. FECHÉT. We will then confine ourselves to strongly impressing upon you and upon the committee in every way possible that we should have a chief clerk. We have never had one; it was dropped out in the legislation of 1890, and I think we are the only Bureau which does not have one. The chief clerk's duties have been

largely increased by the Spanish war, and by giving us a chief clerk and not dropping that \$1,800 clerk it would enable us to advance the \$1,200 clerk, who has worked over twenty years and who is now occupied in regard to the care of Government property, a most important position in our Bureau—

Mr. NESMITH. I will say this chief clerk has for ten years performed the onerous and arduous duties at \$1,800 instead of \$2,000 which other chief clerks have had, and his duties are the same as the others, equally exacting, and the same man has been serving in that capacity who had the \$2,000 three years and was dropped to \$1,800.

Mr. FECHET. The Chief Signal Officer mentioned it in his report that he is doing what is in violation of law, and that we have had to employ clerical help to pay it out of the signal appropriation, and we can not get along in any other way. We have done it for years, and the Chief Signal Officer has stated it, in fact, in all of his annual reports.

OFFICE OF THE QUARTERMASTER-GENERAL.

STATEMENT OF GEN. M. I. LUDINGTON, QUARTERMASTER-GENERAL.

Mr. HEMENWAY. I notice no change in your estimate here except you take up the temporary force, a portion of them, and provide for them as permanent. Is there any change in the estimate other than that?

General LUDINGTON. Well, we ask for a few more clerks of class 3 and of class 2. than we have now, four in all.

Mr. HEMENWAY. Are their places now filled by temporary clerks?

General LUDINGTON. Yes, sir.

Mr. HEMENWAY. Those places you ask for are now filled by temporary clerks?

General LUDINGTON. Yes, sir.

Mr. HEMENWAY. And if the temporary clerks are continued another year you could get along without these additional places?

General LUDINGTON. We would like to have them, of course.

Mr. HEMENWAY. I think it is the disposition of the committee to continue these temporary clerks until you can ascertain more definitely what you need as a permanent force, and if there is no change, unless some of the committee have some questions to ask, I see nothing further to go into.

Mr. LIVINGSTON. Is this increased messenger in the same way?

General LUDINGTON. Yes; there are three assistant messengers.

Mr. LIVINGSTON. Now filled by temporary clerks?

General LUDINGTON. Yes, sir; by temporary messengers.

Mr. PUGH. It is absolutely necessary to continue your present force?

General LUDINGTON. Yes, sir; we have to work those after hours, and some clerks work on Sundays.

Mr. HEMENWAY. You would not dispense with any of the temporary clerks you now have in your office?

General LUDINGTON. No, sir.

Mr. PUGH. What is your experience with the present force you have now, is it pretty efficient?

General LUDINGTON. As a rule it is good. We have sifted it out.

Mr. HEMENWAY. If you had to discharge the temporary force you now have and supply the force from the Civil Service Commission, what would be the effect upon your office?

General LUDINGTON. I think it would be very bad, indeed. These men have had nearly two years' training, and they have had the best civil-service examination they could have, practically.

Mr. HEMENWAY. Practical school of work?

General LUDINGTON. Yes.

Mr. HEMENWAY. It would be disastrous to discharge them and take on a new lot of clerks?

General LUDINGTON. Yes, sir; I think it would be very unfortunate, very much so. Of course, I think if it is the policy of the committee to transfer to the permanent force it would be in the interest of the service, because those people, some of them, are uncertain as to their tenure and naturally look around for other places and we have lost some very good men.

Mr. HEMENWAY. And it would be very difficult at this time for you to determine the exact number of people you will need upon your permanent force, will it not?

General LUDINGTON. It will be difficult to tell exactly, but I have no doubt in the world we want what we ask for here, at least.

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Mr. HEMENWAY. You are picking up a few at a time, and you would expect next year to pick up more, and, therefore, would it not be better to delay until you can tell more accurately?

General LUDINGTON. Our work has increased, you know, enormously. For the fiscal year 1897 we had 2,200 money accounts and 1,000 property returns. Last year we had 6,400 money accounts and 4,500 property returns.

Mr. HEMENWAY. Could you get along with the permanent clerks you now have, or will you require additional clerks for the fiscal year 1901?

General LUDINGTON. If you will allow us to keep all the temporary clerks, and do not want now to make any of those permanent clerks, of course we can get along; we have to do so.

OFFICE OF THE COMMISSARY-GENERAL.

STATEMENT OF GEN. J. F. WESTON, COMMISSARY-GENERAL.

Mr. HEMENWAY. Do you make any change in the estimate other than taking up a number of temporary force and providing for them as a permanent force?

General WESTON. No, sir; we simply ask for what we consider the necessary increase of the permanent force, which will be 28 in number.

Mr. HEMENWAY. Let me ask you if this temporary force is continued another year would it be advisable to continue the force you now have, or could they go out and you select through the civil service?

General WESTON. I would rather have them selected from those, because it has taken some time to train them.

Mr. HEMENWAY. You would rather select them from the force you now have?

General WESTON. Yes, sir; because time is required to train them.

Mr. HEMENWAY. They are now trained clerks, and understand the duties they have to perform in their offices?

General WESTON. Yes, sir.

Mr. HEMENWAY. The effect of taking new clerks would be, you would have to put them through another school of training to enable them to perform their duties?

General WESTON. Yes, sir.

Mr. HEMENWAY. Then you think it would be disastrous to the service to allow the clerks you now have to go out and have to select new clerks through the civil service?

General WESTON. Well, I would not say that, because after the time of training it might be a class somewhat superior; they might have a better foundation to go on.

Mr. HEMENWAY. You would at least have to train the new clerks and turn out clerks who are already trained?

General WESTON. We would be turning out trained clerks for untrained ones.

OFFICE OF THE SURGEON-GENERAL.

STATEMENT OF GEN. GEORGE M. STERNBERG, SURGEON-GENERAL.

Mr. HEMENWAY. In making up your estimates the increases represented here are places you desire to make permanent in place of temporary places you now have?

General STERNBERG. Yes, sir.

The CHAIRMAN. Is that the only change you have in your estimate?

General STERNBERG. Yes, sir.

Mr. HEMENWAY. If these permanent places were increased, would you prefer the clerks you now have, or would you prefer to have them discharged and selected through the civil service?

General STERNBERG. I should prefer them to be taken from among those we now have, who have experience and have had the opportunity of making themselves efficient. There has been weeding going on of inefficient ones. The Assistant Secretary of War called upon us to report those who were not efficient, and we have been dropping, so it is the survival of the fittest, and those who have had experience in the work will be decidedly better than new people.

Mr. HEMENWAY. Then for the two years past the Assistant Secretary of War has been gradually weeding out the inefficient clerks and supplying their places with efficient men?

General STERNBERG. Yes.

Mr. HEMENWAY. And you think that the men you now have are much more efficient than the men you could get through the civil service?

General STERNBERG. Not originally more efficient than through the civil service, but they are more efficient by reason of their experience and knowledge of their

work. A good many are specialists in office who have learned special work, and it takes time to learn, and new men would have to spend considerable time to become familiar with them.

Mr. HEMENWAY. In your opinion it would be a detriment to the service to have these men go and new men take their places, either through the civil service or otherwise?

General STERNBERG. Yes, sir. There is another item; I did not know you wanted to ask about it at all. It is for rent of building on G street for the army dispensary. There has been a bill introduced for the purchase of that building.

Mr. HEMENWAY. What building is that?

General STERNBERG. It is the building which for a long time has been occupied by the army dispensary, and we pay \$1,000 a year for it.

Mr. HEMENWAY. You still have authority to pay for it out of the appropriation?

General STERNBERG. If the usual appropriation goes in.

Mr. HEMENWAY. You simply want the usual appropriation?

General STERNBERG. Yes, sir.

OFFICE OF THE PAYMASTER-GENERAL.

STATEMENT OF GEN. A. E. BATES, PAYMASTER-GENERAL.

Mr. HEMENWAY. In the estimate you submit an increase of force recommended here representing temporary clerks which you seek to have placed upon the permanent list?

General BATES. No; it does not. The change is some clerks from the military appropriation to the civil appropriation; that is the difference. We have 107 clerks and messengers now employed in the office here in Washington. That embraces all the clerks in the examining, finance, and record division office, and also the disbursing officer under Colonel Baird.

Mr. HEMENWAY. You seek to take some from the military appropriation and add them to this legislative bill?

General BATES. If you make the appropriations just as they are in this estimate and also in the estimate of the Army appropriation that will keep it as it is probably now, but the appropriation will be made a little differently. For instance, of the 107 clerks and messengers now employed in the Paymaster-General's Office, 21 \$1,400 clerks and 21 \$1,000 clerks are paid from the appropriation "Pay of the Army;" 65 are appropriated for under civil appropriation; 25 regular force, Paymaster-General's Office, and 40 paid from appropriation for employment of extra force in War Department, under Secretary of War.

If the number of employees are provided for as estimated, and the 90 clerks asked for in army bill are allowed, 6 more than the present number of employees will then be provided for.

If the additional 20 clerks asked for in the army bill are not allowed, then the force will be short 16 employees, and that will have to be made up from the temporary employees. That is a statement of the way we are. If you will look at this estimate you will see for temporary employees, at rates of pay to be fixed by the Secretary of War, which would be \$17,720. That is to mark what will probably have to come from that contingent fund as we have it now, otherwise this leaves us just where we are now. I had prepared and had nearly completed a statement; I did not expect I would be called up so soon. We wanted to classify all these men, and these men have been sifted, and I would like very much to classify them and take them in as regular clerks in the office at the same cost you are paying now and put them on the regular list.

Mr. HEMENWAY. You think they are efficient clerks?

General BATES. Almost all of them. I have been assorting my clerks over very carefully, and breaking them in all over the country, until I now probably have as good a force as I would get in any way. There are some men would go out, but some men can not go out, not very many, but there are a few.

Mr. PUGH. From your experience and observation you think that the heads of the Bureaus can exercise that right—to weed out to the advantage of the public service?

General BATES. If they are allowed to, but if you have got a man in my office, and I discharge him, you would come, and you would want to know why. I would tell you the man's efficiency list is the poorest in the division, and you would probably tell me that you have known him for years, and know that he is a very efficient man, and you want him to stay.

Mr. PUGH. That is the advantage there would be over the classified service?

General BATES. No; in the classified service he would go out. I would put him down at the foot of the efficiency list. I have been working very hard on my efficiency list, and you see I could tell just what the man was worth in the office—what work he is doing, not only the time he was there, but the accuracy of his work and the character of the man—and then to have those all graded, and also graded with reference to their value to the office without reference to the class they are in, whether class A, B, or C; for instance, an examiner or ordinary clerk, bookkeeper, down to the ordinary routine man, a copyist, who would be the lowest class.

Mr. PUGH. You say it is no more difficult to drop them from the roll of the classified list than it would be from the temporary roll?

General BATES. It is not difficult to drop now, because there is always somebody pushing to get somebody in. I can get your help at any time to dismiss a man if you want to put a man in his place.

Mr. PUGH. You do not mean through the civil service?

General BATES. No; I mean just as we are now.

Mr. PUGH. On the temporary roll?

General BATES. Yes. I will say this for my own office: I had a great deal of difficulty when I first came in. Some of my best men were discharged on the ground of economy, and two days afterwards other men were put in without any reason except somebody wanted them, until I finally rebelled and I came to an understanding with the Secretary, and there has not been a change made in my office for four months except upon my recommendation.

OFFICE OF CHIEF OF ORDNANCE.

STATEMENT OF BRIG. GEN. A. R. BUFFINGTON, CHIEF OF ORDNANCE, WAR DEPARTMENT.

The CHAIRMAN. In your estimate for an increase of force you simply add to the temporary force which you now have. You recommend no additional employees except in the temporary force?

General BUFFINGTON. That is all.

The CHAIRMAN. You have no increase of salaries?

General BUFFINGTON. No.

The CHAIRMAN. If this temporary force be provided for another year would you prefer keeping the clerks you now have, or would you have them discharged and secure a force through the civil service?

General BUFFINGTON. We would prefer to take them from the temporary force rather than add new ones to the regular force.

The CHAIRMAN. Do you think they are more competent?

General BUFFINGTON. We have the present people educated to the work, and if we got new ones we would simply have to educate them before they could work efficiently.

The CHAIRMAN. In other words, you would have to educate them before you could do your work, whereas your present force can do it without that.

General BUFFINGTON. Precisely.

OFFICE OF CHIEF OF ENGINEERS.

STATEMENT OF MR. WILLIAM J. WARREN, CHIEF CLERK, OFFICE OF CHIEF OF ENGINEERS.

The CHAIRMAN. You represent the Chief Engineer?

Mr. WARREN. I am chief clerk.

The CHAIRMAN. I notice that you have an increased number of clerks on the permanent roll. I will ask you if you simply take the temporary clerks which you now have.

Mr. WARREN. We have no temporary clerks in our office.

The CHAIRMAN. Then the increased force you ask for is new?

Mr. WARREN. They are all new; yes, sir.

The CHAIRMAN. You are getting along without their services in the office, are you not?

Mr. WARREN. Very badly.

The CHAIRMAN. How is the work—up to date?

Mr. WARREN. We had it up, but we can not keep it up very closely. The increase of work is very great, and even when we have every clerk present in the office we

have to increase the number of hours, and then we do not answer calls as promptly as is desirable.

The CHAIRMAN. You have no temporary clerks in the office of the Chief of Engineers?

Mr. WARREN. No, sir. We had for a short time, but not for a few years.

The CHAIRMAN. You want five clerks of class 4 in place of four. You want an additional clerk of class 4, also an additional clerk of class 3, two additional clerks of class 2, and one additional clerk of class 1, the total number being six. Please explain to the committee the necessity for this increase.

Mr. WARREN. I have a memorandum here.

The CHAIRMAN. Have you anything to say in addition to your memorandum?

Mr. WARREN. No, sir. I think the reasons are stated in there, so far as I know them.

The paper is as follows:

OFFICE OF THE CHIEF OF ENGINEERS,
UNITED STATES ARMY,
Washington, D. C., February 1, 1900.

MEMORANDUM.

The necessity for the increase of the permanent clerical force of the office is owing to the far greater increase of the business of the office.

The increase of clerks should be made in the higher grades, that faithful and efficient clerks may be advanced to grades corresponding with the character of the work which they are performing.

The calls on the office for information, especially during the session of Congress, from Congress and other sources are very frequent, and even with all the clerical force present for duty it has been found necessary frequently to increase the office hours in order to keep up the clerical work, and even then it can not be kept up as closely as desired.

Mr. LIVINGSTON. Why don't you apply to the Assistant Secretary (who is disposed to furnish you this temporary roll) to help you? Is it because you prefer to have them from the civil service?

Mr. WARREN. It was done because this increase is owing to the increased business on account of the war. It was considered that we would want these clerks permanently and not temporarily, so the Chief Engineer thought he would ask this force, and he estimated it would require six.

The CHAIRMAN. This is due to the largely increased appropriation for coast defense and due to the large appropriations for rivers and harbors?

Mr. WARREN. Yes, sir.

STATE, WAR, AND NAVY BUILDING.

STATEMENT OF GEORGE H. BAIRD, SUPERINTENDENT OF THE
STATE, WAR, AND NAVY BUILDING.

The CHAIRMAN. You are in charge of the State, War, and Navy building?

Mr. BAIRD. Yes, sir; under the three Secretaries.

The CHAIRMAN. Your estimates, I believe, are not changed, except that you ask for a stenographer and typewriter, at \$900?

Mr. BAIRD. Yes, sir.

The CHAIRMAN. Please state to the committee the necessity for this stenographer and typewriter.

Mr. BAIRD. I have but one clerk, whose entire time is taken up with financial accounts, making up pay rolls, writing orders, checking bills, and things of that kind. He is very good, but slow. I have to do all the other work myself, and have to do it mostly after hours, Sundays, and holidays. I come into the building early and open my mail, and it is noon before I get it off, whereas if I had somebody to whom I could dictate my mail I could get it off quickly and do a good many other things.

The CHAIRMAN. What is the extent of your correspondence?

Mr. BAIRD. It is so great that it takes me until half past 11 to get it off, generally. I do my own typewriting. My clerk is not a business man, but is a very correct man. I disburse two appropriations.

The CHAIRMAN. How much force have you?

Mr. BAIRD. Two hundred and seventeen people.

The CHAIRMAN. And you think it takes about two and a half hours each day to take care of your correspondence?

Mr. BAIRD. It takes more, because I go there Sundays and holidays and have to come back nights. I put this salary at \$900, because I thought I could get somebody through the civil service and not have a broken-down lady fastened onto me.

The CHAIRMAN. In addition to the duties which you now perform could you take charge, as superintendent, of the buildings outside of the State, War, and Navy Department that come under those three Secretaries?

Mr. BAIRD. I could do it easily with this stenographer and typewriter for which I ask.

The CHAIRMAN. You could take the force that you now have and take care of that without trouble?

Mr. BAIRD. There is no trouble about it.

The CHAIRMAN. Would it result in economy to place you in charge of all the buildings?

Mr. BAIRD. Yes; it could not help it. A great many little things occur. They send to me to put up electric lights and I tell them that I would do so but that the appropriation will not admit of it. Sometimes I refuse and sometimes I do not. I can send a man and do the work in a few minutes, whereas if they would send down town, a man would be sent up to attend to electric lights, and they would have to pay for his time and get a profit on the work. Another thing is I buy by wholesale.

The CHAIRMAN. So that, in your opinion, it would result in quite a saving each year?

Mr. BAIRD. I am sure of it.

The CHAIRMAN. And you could do it in connection with that other work?

Mr. BAIRD. Yes; there might be a little complication about coal. I get a better coal contract than any other Government official, because I make a contract to deliver and store the coal. The others have to wheel it in and store it. There might be a little trouble there, but we could avoid that.

Mr. LIVINGSTON. If you should have charge of the other buildings you think you could do it without extra help?

Mr. BAIRD. I think I could with this stenographer and typewriter.

Mr. LIVINGSTON. You would put the labor on some other fellow. Have you nobody but common laborers?

Mr. BAIRD. In the Lemon Building they have an elevator conductor, and of course I would have to keep that man there. I could not take a conductor out of the State, War, and Navy building.

Mr. LIVINGSTON. Who would look after the building?

Mr. BAIRD. I would. There would be no trouble about that.

Mr. LIVINGSTON. That means that you have very little work to do now if you can take care of the other buildings.

Mr. BAIRD. The building in which we are cost \$10,500,000.

Mr. LIVINGSTON. To supply coal, lights, and everything, and keep the building in proper repair, it does not make much difference whether the building is small or large.

Mr. BAIRD. It requires very little looking after. If anything goes wrong they usually send for the superintendent.

Mr. LIVINGSTON. You would require some man to be reporting on and off?

Mr. BAIRD. Yes; there is a telephone which we can use.

The CHAIRMAN. You are connected by telephone with the outside buildings?

Mr. BAIRD. Yes, sir.

The CHAIRMAN. Then you think you would have no trouble?

Mr. BAIRD. Not if I had somebody to write my letters.

The CHAIRMAN. If you had somebody to write letters you could take charge of the other buildings?

Mr. BAIRD. I could. A typewriter and stenographer would be a great help to me.

The CHAIRMAN. Is there anything else you desire to say?

Mr. BAIRD. There is something else. Last year after that blizzard I got frightened and asked you for \$1,500 deficiency, and I promised to turn in as much of it as I did not use. I spent \$38.53 and turned in the rest; you gave me \$5,680 for dynamos and power, and I turned in \$100 of that. I got it for \$100 less. It has turned out very well, and it is 50 per cent better than the others which the Government has been buying, and it has been so satisfactory in my case that I desire to change one of the other engines. I will not ask for it now, but will get some figures to show you what I have done.

The CHAIRMAN. Do you do any service outside in the way of electric lighting?

Mr. BAIRD. Yes; I light the White House, the depot quartermaster's building, and the War Department stable. We light also the Speiden Building and the Navy Department hydrographic building, besides other places. Those are outside of ours,

but they reimburse us from the appropriation for fuel, oil, and labor. We are furnishing the current at 4 cents per thousand, which is less than a few years ago, when it was 10 to 13 cents. It brings a heavier load on the dynamos and it is more uniform and makes better work.

The CHAIRMAN. What buildings are not now lighted by you?

Mr. BAIRD. The Lemon Building is not; the Wares Building, at Eighteenth and F streets, is not, nor is the Klotz Building, 1708 or 1710 F street, where the War Department has some clerks.

The CHAIRMAN. You think you can reduce the cost and care of these buildings to some extent?

Mr. BAIRD. In the matter of labor I could. The fuel would be about the same. In little repairs I could reduce probably not a great deal, but there would be some saving.

Mr. LIVINGSTON. Who has control of them; who appoints you to superintend those buildings?

Mr. BAIRD. The Secretary of State gave my predecessor instructions to take care of the stable as a part of the building, and since then I have been making the repairs on it.

Mr. LIVINGSTON. Suppose you take charge of those five or six outside buildings, who would appoint you to do it?

Mr. BAIRD. One of the Secretaries. I am in the Navy. Congress created my place. I am under one Secretary the same as the other.

Mr. LIVINGSTON. Would there not be conflict between the Secretary of the Navy and the Secretary of War because the Secretary of War has appointed a man?

Mr. BAIRD. I did not know that. If the Secretary of War rents a building outside, he gives me orders to take charge of it, and if the Secretary of State rents a building, he gives orders just the same.

Mr. LIVINGSTON. You are superintendent under all three of the Secretaries—State, War, and Navy?

Mr. BAIRD. Yes, sir; all three; as much under one as the other.

PUBLIC BUILDINGS AND GROUNDS.

STATEMENT OF COL. T. A. BINGHAM, SUPERINTENDENT OF BUILDINGS AND GROUNDS.

The CHAIRMAN. The changes which you make are on page 139, and you propose to increase the salary of your assistant engineer from \$1,800 to \$2,000. I believe this engineer was given you on the sundry civil bill for 1900. What is the necessity for increasing his salary?

Colonel BINGHAM. The reason is that he is a valuable man and ought to have it. He is worth more. He is a trained architect and very skilled in making drawings. You remember last year you got up this scheme of the extension to the White House, and that is what he is on. I was asked by you what I could get a man for, and I told you \$1,800 to \$2,000. He made the original drawings of Mrs. Harrison's design for a new White House. He is a mechanical engineer. I found him without a job and I took him in, and I think he is worth a great deal more, and I ask for it.

The CHAIRMAN. You ask for an additional office clerk at \$1,800?

Colonel BINGHAM. That is absolutely indispensable. We can not keep up. We have records which are valuable, and a great deal of money has been spent ever since I have been there on various details which are enormous. That is something we ought to have, whether the other increase is made or not.

The CHAIRMAN. You think you can not get along without him and keep up the business of the office?

Colonel BINGHAM. He is absolutely necessary. I would prefer leaving out the other increase, but this office clerk is absolutely necessary. For a great many years there has been no increase; not for about thirty years.

The CHAIRMAN. You propose to call your next clerk an office clerk in place of a \$1,600 clerk?

Colonel BINGHAM. I thought it would put it on a better basis. There is no point in it. He is simply a clerk used in the office, and I thought you would like also to see where the expenditure was.

The CHAIRMAN. You have the word "copyist" added on page 140?

Colonel BINGHAM. Yes; as the appropriation has read heretofore we were not able to get anybody to make up our annual reports. We need a copyist for one or two weeks. I thought that if you could put that wording in it would enable us to use an extra copyist now and then, when we needed one.

In regard to my estimate for the extra work done on the parks, I will say that this money has been well expended. It had not been increased for a great many years, and last year you gave me \$10,000 extra for improving the reservations, but the appropriations are divided. Some of it I got in the sundry civil, which carries the overseers and gardeners to take care of the parks. We improved twenty parks last year.

The CHAIRMAN. The twenty reservations you have improved did not require overseers, gardener, and so forth, and they did not do any work under that appropriation this time?

Colonel BINGHAM. Yes. I could not have done it unless I had had this extra money last year. I needed that in order to maintain them and look after them.

The CHAIRMAN. Can you take your plans and explain the location of those parks?

Colonel BINGHAM (examining map). There is a big reservation in the northeast part of Washington. We are going to have a baseball and football ground there. That is a big reservation of 13 acres. There is also one in front of the navy-yard, and there is a triangle in front of Virginia avenue.

We had to move a fountain out of the square which is to be occupied by the new Carnegie library, and we moved that fountain down here [indicating]. That park was in a very good state of preservation, and the schoolboys seem never to have walked on the grounds, but they have managed since to break that fountain. We also took a fountain out of Iowa Circle, where the Logan statue is now being erected. I hope that, considering what has been done, you will continue this extra money, because you can see the necessity for increasing our force a little, especially our foreman.

The CHAIRMAN. This is to maintain those improvements?

Colonel BINGHAM. Yes.

The CHAIRMAN. You ask for \$7,000 extra; can you not get along with less than \$7,000 for maintenance?

Colonel BINGHAM. We have been going on such an awfully small amount that that estimate seemed to be a fair thing.

The CHAIRMAN. How many new reservations have you improved?

Colonel BINGHAM. Twenty. We also have propagating gardens and things like that where these men are employed.

Mr. TAYLOR. This \$7,000 is for maintenance?

Colonel BINGHAM. It is for the payment of overseers, gardeners, laborers, and a draftsman and a copyist are temporarily employed out of that for a week or two.

The CHAIRMAN. "For sergeant of watchmen, nine hundred dollars."

Colonel BINGHAM. I have never had such a man, and he is necessary. The reason of that is that I have asked you to increase the number of watchmen for reasons given in my annual report.

The CHAIRMAN. What are those reasons, briefly?

Colonel BINGHAM. I will look at the report and get them, so as not to miss anything. (After examining the report.) The increase of the city is very great and it brings a great many excursionists. There are now an average of 12,000 people who visit the top of the Monument every month, and ninety-nine one-hundredths of them are strangers. We also have watchmen as laborers to clean up the grounds, so that we have not the full services of the watchmen.

There is a large amount of damage done in the parks. We lose \$100 or \$200 worth of flowers every year, particularly chrysanthemums. The watchman allowed for the White Lot is unable to keep the drivers and scorchers, and so forth, regulated. There are only three for the care of the grounds. At night that large area is absolutely defenseless. There is no night watchman, and after dark it is not safe for women, nor a couple of women, to go through there. It is dangerous for men. That is within a thousand yards of the Executive Mansion. Hold-ups frequently occur near the Monument. Darkies get into the shrubbery and pick up anybody who happens to come along. That section is very much neglected.

In summer time a watchman is needed there on account of the bathing beach. This park has 78 acres, in addition to the 63 of the other park. The watchmen at the Monument are kept busy looking after visitors. Still more is a night watchman needed.

Moreover, this property at the Propagating Gardens needs attention. We have \$250,000 worth of property there in plants. The houses are not worth much, but the plants are. The buildings are inflammable.

Then there is the Henry and Seaton parks where the woman was murdered. One of my watchmen, last fall, had a fight with a tough out there. It is the toughest part of town. Loafers get in there. It is between Four-and-half street and the railroad and we only have two day watchmen. Two are necessary in the daytime. Besides that, it is too dangerous a place to be patrolled by one man. The same is

true of Garfield Park, which has 24 acres. We have only one night watchman for those 24 acres. It is a handsome park where you have spent lots of money.

I can not express too strongly how badly I need this inspector of watchmen for the parks. In other words, he is like a corporal of police.

The CHAIRMAN. You have no men of that kind now?

Colonel BINGHAM. No, sir; they report now to the foreman and gardeners. They are the only jurisdiction I have. They are under orders to report to me every morning. A fellow went off the other day and was away two days before it was known, whereas I should have known it that very moment.

Mr. PUGH. The inspector of watchmen is to be in addition to the foreman, gardeners, and the others?

Colonel BINGHAM. He is in addition to the others, and does other work. The discipline ought to be upheld. It is very necessary to increase the efficiency of the force. Nothing has been done in that way for many years. I am in the same condition in that respect that Major Sylvester of the Metropolitan police is.

Mr. PUGH. How long have you been in charge?

Colonel BINGHAM. Three years. Coming back to the chairman's question, in reference to the sergeant, I would simply call him "roundsman." I want him to go around and inspect these men and see that they are doing their duty, and in order to do that we have got to pay him decently. Seventy-five dollars a month is not too much. We pay patrolmen \$75 a month.

The CHAIRMAN. This is an increase of \$2,880 per year on your force of watchmen.

Colonel BINGHAM. It is. I will call your attention to one thing: It says reservation east of Botanical Garden. It used to be reservation "to" the Botanical Garden.

Mr. LIVINGSTON. Ought it to be "to."

Colonel BINGHAM. You could leave it out; it would not affect the work one way or the other.

Mr. TAYLOR. Why do you suggest striking out "employed in the public grounds?"

Colonel BINGHAM. I do not know. I do not think that emanated from my office. It simply says they shall be employed in the public grounds.

Mr. PUGH. They would be employed there whether it so stated or not.

Colonel BINGHAM. Undoubtedly, but it makes it more particular. They are not employed anywhere else but in the public grounds.

Mr. TAYLOR. I do not see any reason for such an amendment.

Colonel BINGHAM. I did not suggest it.

The CHAIRMAN. Have you any reason to suggest why one-half of these items should not be paid out of the revenues of the District of Columbia?

Colonel BINGHAM. I have prepared a table just for that thing, along certain lines, which, in my judgment, should be charged to the National Government, and in case half of it is to be borne by the District of Columbia I suggest such as should be charged one-half from those revenues.

Colonel Bingham submitted the following paper:

Legislative, executive, and judicial appropriation act—Estimates for fiscal year ending June 30, 1901—Public buildings and grounds, Washington, D. C.

SALARIES OF EMPLOYEES PUBLIC BUILDINGS AND GROUNDS.

Item of appropriation.	These amounts should be charged to the National Government.	In case half the expense is to be borne by the District then one-half the following amounts should be charged to the District.
1 assistant engineer in office of public buildings and grounds.....	\$2,000.00	.....
1 office clerk.....	1,800.00	.....
1 office clerk.....	1,600.00	.....
1 messenger.....	840.00	.....
1 landscape gardener.....		\$2,000.00
1 surveyor and draftsman.....	1,500.00	.....
Overseers, draftsmen, copyists, foremen, gradeners, mechanics, and laborers.....		35,000.00
1 roundsman of park watchmen.....		900.00
1 day watchman in Lafayette Park.....		660.00
1 day watchman in Franklin Park.....		660.00
2 day watchmen in Smithsonian Grounds, at \$660 each.....		1,320.00
2 night watchmen in Smithsonian Grounds, at \$720 each.....		1,440.00

130 LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATIONS.

Legislative, executive, and judicial appropriation act—Estimates for fiscal year ending June 30, 1901—Public buildings and grounds, Washington, D. C.—Continued.

SALARIES OF EMPLOYEES PUBLIC BUILDINGS AND GROUNDS—Continued.

Item of appropriation.	These amounts should be charged to the National Government.	In case half the expense is to be borne by the District then one-half the following amounts should be charged to the District.
1 day watchman in Judiciary Park.....	\$660.00
1 night watchman in Judiciary Park.....	720.00
1 day watchman at Lincoln Park and adjacent reservations.....	660.00
1 day watchman at Iowa Circle.....	660.00
1 day watchman at Thomas Circle and neighboring reservations.....	660.00
1 day watchman at Washington Circle and neighboring reservations.....	660.00
1 day watchman at Dupont Circle and neighboring reservations.....	660.00
1 day watchman at McPherson and Farragut parks.....	660.00
1 day watchman at Stanton Park and neighboring reservations.....	660.00
2 day watchmen at Henry (Armory) and Seaton parks, at \$660 each.....	1,320.00
2 night watchmen at Henry (Armory) and Seaton parks, at \$720 each.....	1,440.00
1 day watchman at Mount Vernon Park and adjacent reservations.....	660.00
2 day watchmen at grounds south of Executive Mansion, at \$720 each.....	1,440.00
1 night watchman at grounds south of Executive Mansion.....	720.00
1 day watchman at Monument Park.....	720.00
1 night watchman at Monument Park.....	720.00
1 watchman for greenhouses and nursery.....	\$660.00	.....
1 day watchman at Garfield Park.....	660.00
2 night watchmen at Garfield Park, at \$720 each.....	1,440.00
1 watchman at Wakefield, Va., the birthplace of Washington.....	800.00	.....
Total.....	8,700.00	57,100.00
Contingent expenses public buildings and grounds.....	700.00	.....

The CHAIRMAN. Have you anything else?

Colonel BINGHAM. There are one or two things. Here is something, but I do not know whether it goes on this bill. At the present time the public property in the Executive Mansion is not, in my judgment, properly looked after by law. The changes I suggest are as follows:

And hereafter a complete inventory, in proper books, shall be made annually by the steward, under the direction of the officer in charge of public buildings and grounds, of all the public property in and belonging to the Executive Mansion, showing when purchased, use to which applied, cost, condition, and final disposition, to be submitted to Congress with annual report of the officer in charge of public buildings and grounds.

[Section 1833, Revised Statutes—Act of July 15, 1870, Chapter CCC, section 2, volume 16, Statutes, p. 364.]

The Architect of the Capitol extension shall make out and keep in proper books a complete inventory of all public property in and about the Capitol, the Botanical Garden, and the President's House, adding thereto from time to time an account of such property as may be procured subsequently to the taking of the first inventory, as well as an account of the sale or other disposal of such property. And he shall submit an annual report of such inventories and accounts on the first Monday of December to Congress.

After this property is purchased and I know it is all right it is turned over to the steward. There my responsibility for the property ceases. The steward is the employee of the Government and is under bond. I have tried to find out what he did with those things, but it was a difficult thing to do. He did not know what his duties were. I stated to him that I wanted to see the inventory. He handed me a list, which was not an inventory, but it would say, for instance, there were so many things in the red parlor—one piano, one bookcase, two sofas. That was no history at all of the furniture.

The CHAIRMAN. There was nothing by which it could be designated?

Colonel BINGHAM. Nothing at all. That is something that ought to be attended to and hereafter there ought to be an inventory of all that furniture.

The CHAIRMAN. Has there been any trouble about the property being missed?

Colonel BINGHAM. No; not so far as I know. It came to me in trying to know my own business. If you go around into the antiquary shops you will find a great many Lincoln plates. You can not tell how they got there. I have seen Lincoln plates in those places which were as good as new. Who took them out? I do not know. There ought to be some way of keeping tab on them. They have always had that skeleton form which was filled out there—one bookcase, two or three tables, and so forth—without giving any description of them.

In the item of contingent and incidental expenses we ask for a typewriter. The one which we have in use has been used for twelve years.

The CHAIRMAN. The typewriter is necessary?

Colonel BINGHAM. Yes, sir.

FRIDAY, February 2, 1900.

NAVY DEPARTMENT.

SECRETARY'S OFFICE.

STATEMENT OF MR. B. F. PETERS, CHIEF CLERK NAVY DEPARTMENT.

Mr. HEMENWAY. At the last session of Congress in the last legislative bill this provision was put on:

"The Secretary of the Navy is hereby authorized and directed to submit, in the annual estimates for the fiscal year 1901, estimates for all such additional clerks and other employees that he shall deem requisite for the regular and permanent work of the Navy Department, such estimates for clerks and other employees to include all persons carried upon the rolls of the Department and paid from appropriations for increase of the Navy or from other general appropriations, and who may be engaged upon or required for the permanent work of said Department."

In submitting the estimates for 1901 you have complied with that provision?

Mr. PETERS. Yes, sir. That letter was sent around to each chief of bureau, and he made an estimate in accordance with it.

Mr. HEMENWAY. Now, in your opinion will that result in decreasing the force and decreasing the salaries now paid, or will it result in increasing the force and increasing the salaries if that provision is carried out?

Mr. PETERS. Mr. Chairman, that is problematical. It depends entirely on the person at the head of the Department. It is the desire of practically all chiefs of bureau to get as much pay for their employees as they can, and the Secretary, of course, must combat that element, or that particular phase of it. Whether the committee itself is better able to handle that than the Secretary I think is a question the committee ought to decide.

Mr. HEMENWAY. Judging from the estimates which have been submitted for the fiscal year 1901, what is your opinion as to whether or not it will increase salaries and employees to take this force up and make it permanent or not?

Mr. PETERS. As the estimates are submitted it will increase the cost and increase the employees as compared with the present.

Mr. HEMENWAY. How long have you been chief clerk?

Mr. PETERS. I have been chief clerk of the Department during Mr. Long's administration; prior to that I had been appointment clerk for twelve years.

Mr. HEMENWAY. How long have you been connected with the Department?

Mr. PETERS. I have been connected with the Department fifteen years.

Mr. HEMENWAY. We would like to have your opinion, if you care to give it, whether or not it would result in a saving to the Government to take this force up and make it permanent, and whether it can be done without injuring to any extent the administration of the office.

Mr. PETERS. I think perhaps it would be economical if the clerical force pure and simple in the Navy Department at Washington were specifically appropriated for. As to the draftsmen, inspectors of different kinds, I should think it would be impracticable to appropriate for them specifically with the intention of not permitting any person to be employed except those who are specifically appropriated for. The reason for it is that Congress at this session may appropriate for more vessels. At the present time we are unable through the Civil Service Commission to get the number that is required to keep up the work, and if you should say only a certain number could be employed we could not build the vessels. If Congress appropriates for more vessels this year we have not got drafting force enough now. If they should

appropriate for more vessels this year we should have to have more every time there is a change in a vessel, as the least little thing in its entire design or plan requires the work of a drafting force; not a person who is a copyist; but a man who can calculate in the higher mathematics. A draftsman is really one of the best mathematicians in the country and they are educated up particularly for it and they must have had experience in shipbuilding. If they have graduated from a school they can not get more than the rate of a copyist, \$3.26 a day, and they have to be there for four or five years before they are able to do practical original work.

MR. HEMENWAY. You say, then, with the work now authorized and provided for, you can not secure sufficient force to carry it on?

MR. PETERS. No, sir; not the drafting.

MR. HEMENWAY. So, if additional work was ordered by Congress, under the present condition of affairs you could not secure the proper force of draftsmen to go ahead with the work?

MR. PETERS. No, sir; we have not the money to pay them.

MR. HEMENWAY. If you had the money to pay them, you could not get them?

MR. PETERS. We could not get them. They are being educated now. Cornell, the Boston Tech., Lehigh University, and several other colleges in the country have been for three years educating them in naval architecture, and they are turning out these young men, but they have not the practical experience when they come from the schools, and have to be educated in the Bureau and taught by experience to be useful.

MR. LIVINGSTON. Could not you take the best of these people, the cream of these temporary clerks, and put them on the permanent roll, and still hold that door open to which you refer: keep the temporary force there, to be added to and subtracted from in the discretion of the Secretary, and then take the best of these people and put them on the permanent roll, those you are satisfied will be valuable acquisitions to the Navy Department?

MR. PETERS. The fact is that 90 per cent of the civil employees of the Navy Department are valuable. We keep an efficiency record, made up every six months, taking everything into consideration, showing the character, quality, and quantity of work performed by each person, and on that promotions are made. If he fails to grade satisfactorily he is given notice to quit. They are given time to give a reply why they should not be discharged, otherwise, if they do not give a satisfactory reply, they have to go.

MR. LIVINGSTON. Are you aware of the fact that as long as you run it on that line you do it under cover? I am only criticising it so far as we are concerned. We know not for whom we are legislating or why. We put a bulk sum of money in the hands of the Department for clerks. I do not think there have been any mistakes made, perhaps, but you can see the latitude you have got that Congress can not control.

MR. PETERS. Congress can not control it, neither can the Secretary of the Navy control it; he can direct it and the committee can direct it, but by providing for a few it would not affect the thing practically. The same questions that would arise where you appropriate for a few would arise by appropriating for many.

MR. LIVINGSTON. I understand it; but it would not give you so much room—the margin would not be so wide. That is the suggestion I make, that you can keep that margin down so that this committee and Congress would know more definitely.

MR. PETERS. As I say, I think it would be perhaps good policy to appropriate and limit the clerical force. The clerical force ought to be elastic, and as a rule clerks, taking the average number of clerks in the Department, are not compelled to work from 9 o'clock in the morning until 4 o'clock in the afternoon at pressure. A great many of them have a little reserve force, a considerable reserve force, some of them; and I believe if the clerical force was limited that the reserve force will be brought out, and sooner or later it will bring the quantity of work, without impairing the quality of it, up to a proper standard, so far as the clerks are concerned. I believe draftsmen could not be controlled in that way. We hardly attempt to control it now only excepting by bringing them in at a small rate of pay, and we do not promote them until they have served some time in the Department.

So far as draftsmen are concerned, every time we educate a man up to this standard one of these private shipbuilders takes him and pays him double the amount. I suppose we have lost five during the past year who had worked up to the top. As soon as the private shipbuilders see that they have worked up to the top they offer double the amount and sometimes three times the amount they are receiving in the Navy Department. Some years ago the chief constructor recommended those people be put into the construction corps, that class of people, but it did not seem to be the policy of the Department at the time to allow anybody to go into the construction corps except graduates of the Naval Academy, and they did not get in, and the consequence was a large portion of those people at that time who had large experience were taken by the

private shipbuilding concerns. So far as the clerks are concerned, I think you are correct.

Mr. HEMENWAY. I will ask you, if you have any change in the regular number of clerks on the permanent roll of the Secretary's office, if you ask for any additional clerks or increase in any salaries?

Mr. PETERS. No, sir; not in the Secretary's office. We have only asked for the clerks that we have now and the salary they are paid or the per diem pay they are paid. We have persons carried on the Secretary's roll who are detailed to other bureaus and clerks carried on the rolls of other bureaus who are detailed to the Secretary's office, and that comes about—

Mr. HEMENWAY. Then what you want in the office of the Secretary is simply current law?

Mr. PETERS. As estimated; yes, sir; it will not be increased as estimated for in the Secretary's office. We have some persons in the Secretary's office doing work in other offices, and some from other offices doing work in the Secretary's office. That came about by the special discretion the Secretary has to detail 120 days, which he does when he finds a person very well qualified to do a certain duty, and he might change that man from that duty and fill that place up from a lower grade.

Mr. HEMENWAY. You make no change in the item for professional books and periodicals for the departmental library. Can you reduce that amount?

Mr. PETERS. Professor Rawson will be here to explain that.

Mr. HEMENWAY. For incidentals, furniture, newspapers, etc., \$12,000. Is it possible to reduce that?

Mr. PETERS. Last year we spent \$12,500 and turned the balance in the Treasury Department. We got an extra appropriation given us on account of the war emergency. We think \$12,000 is a fair amount, and you will find by inquiring at the Treasury that we turned it back instead of spending all of that. We generally turn back a little if we get a chance.

Mr. HEMENWAY. What have you on hand of the \$12,000 for the fiscal year 1900?

Mr. PETERS. Of that \$12,000 we allot a certain amount to each bureau; we do not allow any bureau to expend more than 25 per cent of that each quarter. That is simply a regulation within ourselves. We make annual contracts for stationery, etc., for the bureaus, which we charge to each one. Outside of that we do not allow them to expend more than 25 per cent each quarter. If we did, the \$12,000 a year would not last six months.

Mr. LIVINGSTON. You had a deficiency appropriation last year of \$3,000?

Mr. PETERS. We got a deficiency; yes, sir. We had to buy typewriters and to buy more stationery, and our business practically doubled, and it was necessary. If you speak to the chiefs of the bureaus about the contingent fund you will find they want a great deal more. I wish you would ask each one about their contingent expense and see what they want.

Mr. HEMENWAY. You expended \$12,500?

Mr. PETERS. Yes, sir.

Mr. HEMENWAY. You had \$10,500 and \$3,000 deficiency. Do you not think it is possible to reduce the amount for 1901 below \$12,000?

Mr. PETERS. I would not like to say we could reduce it any, but if it can be reduced—if we do not expend the amount, we will turn it into the Treasury. We keep a very close account. I do not know of any secretary who keeps a closer account of contingent expenditures than Secretary Long does.

Mr. LIVINGSTON. You want this language at the bottom of page 104. It is new.

Mr. PETERS. Those are transfers from the appropriation for increase of the Navy to the permanent appropriation. I would say before I leave, in calculating the per annum salary at \$3.26, \$3.04, \$2.48, \$2.80, and \$1.50, it makes odd dollars and cents. There are about five rates, and \$3.26, \$3.04, \$2.48, \$2.80, and \$1.50 will cover pretty nearly all our rates that will not make an even amount. In giving specific appropriations for that I would say it would be well to bring them and make it \$1,025 if it is \$1,020, or make it \$1,000.

Mr. HEMENWAY. Of course we will take that up.

Mr. PETERS. There are only about five of these rates which will have to be changed.

NAVAL RECORDS OF THE REBELLION.

STATEMENT OF PROF. E. K. RAWSON.

Mr. HEMENWAY. I see you submit in your estimates for the fiscal year 1901, one clerk of class one, proof reader, which is new?

Professor RAWSON. Yes, sir.

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Mr. HEMENWAY. Please explain to the committee the necessity for having this additional clerk.

Professor RAWSON. I have never had anyone to fill that place at all in the division of Naval War Records, and it always seemed a proper thing that we should have one for the sake of the office. An office of that kind always requires a proof reader, which we have had to make shift to supply.

Mr. HEMENWAY. You have succeeded in supplying the place out of the force of your office heretofore?

Professor RAWSON. I have done the best we can, but it is a desirable thing that we should have a man equipped just for that purpose especially.

Mr. HEMENWAY. How are you getting along with this work; how many volumes have been issued?

Professor RAWSON. We have issued already eight, and the ninth is in the hands of the Public Printer, and we expect it every day. The tenth is in compilation, and we ought to get started on the twelfth and get a part of it in the hands of the Public Printer by the first of July next. That will finish up just about half of the whole work, as we estimate from 25 to 30 volumes, not more possibly than 27, with the material we have on hand; so at the end of the present fiscal year we hope probably to have completed half. The Army war record will run to 110 or 115 volumes, but we have not that material in the Department, and we can not enlarge it if we desired; so I suppose that probably this year will half finish the work. We only began to publish in 1894.

Mr. HEMENWAY. You propose to issue about—

Professor RAWSON. About 12 more volumes, at the rate of two a year. At the present appropriation that is all the appropriation will permit us to do with the force of the office.

Mr. HEMENWAY. Do you have some temporary clerks assigned to your office; you have clerks not on the permanent roll?

Professor RAWSON. Yes; a clerk and a laborer from the Bureau of Construction have been placed on our roll.

Mr. HEMENWAY. One receives \$5.50 per day and the other \$2.

Professor HARKNESS. Yes, sir; \$2 a day is the laborer. One is a draftsman at \$5.50 and one special laborer. These have already been appropriated for in the Bureau of Construction and Repair, and it would not therefore be an additional expense to the Government over and above the sum appropriated; just transferred from one roll to the roll there.

Mr. HEMENWAY. On page 146, for continuing publication, etc., I see your estimate is \$23,000 for the fiscal year 1901. You had \$19,000 for the fiscal year 1900. Please explain the necessity for the increase of \$4,000.

Professor RAWSON. The necessity for that is explained in various ways. We have, in the first place, the increased cost of printing, all the way through, at the Public Printer's. The expense of printing has increased 25 per cent as far as compositors are concerned, and some 10 per cent as far as proof readers are concerned. Then we are adding over and above the work for 1900 and preceding years for illustrations, maps, etc., which are costing a good deal more than the preceding years have cost; that is, we have not had the maps at all until the seventh volume. We merely had illustrations of the ships, etc. We have a volume here in which Mr. Stewart will show you the whole question of maps. We have discussed it, and instead of preparing these very expensive and large maps, such as they have in the War Department, costing immensely, we concluded it would be better for us as we went along to insert maps. Mr. Stewart can tell you specifically what these maps have cost. He is chief clerk of the Department and he is more cognizant of the prices. That makes the naval war records of extreme value, I think, to the reader, as they are being published from time to time.

Mr. HEMENWAY. What additional cost per volume do the maps add?

Professor RAWSON. Well, they will add at least \$1,000.

Mr. STEWART. It depends upon the size; the paper is the principal cost.

Mr. HEMENWAY. Well, considering the volume you are now preparing, such as you exhibit here, what additional cost is it per volume?

Professor RAWSON. About \$1,000, accounting for the map and accounting for the increased expenses at the Public Printer's, which accounts for the additional expense we ask for in the publishing.

Mr. HEMENWAY. I understand you to say you have nine volumes out?

Professor RAWSON. The ninth is in print.

Mr. STEWART. The ninth is already printed.

Mr. HEMENWAY. And you said there will be twelve more volumes?

Professor RAWSON. Twelve more volumes after these. We will get part of the twelfth in the hands of the Printer this year.

Mr. HEMENWAY. Making 21 in all.

Professor RAWSON. Twenty-four in all.

Mr. HEMENWAY. Nine and twelve?

Professor RAWSON. No, we have the ninth out, and will get in the hands of the Printer nearly the twelfth this year; a part of the twelfth will be in the hands of the Printer before the first of July.

Mr. HEMENWAY. So far as the work of your office is concerned, it will be about half done?

Professor RAWSON. As far as the work of our office is concerned.

Mr. HEMENWAY. In addition to the 24 volumes will there be an index?

Professor RAWSON. We are in doubt about that. We will have probably one volume of statistics of the ships. That we propose. We are preparing that, but we can not prepare it accurately until we have gone all through every volume when they are printed, and we can not tell, but we are probably half through. If we say thirty at the outside then we are not quite half through.

Mr. PUGH. Have you estimated how many years it will take you to complete it entirely?

Professor RAWSON. Seven, at two a year, would give us 14 volumes in addition to the 12 we have gotten out here, and that will be 26, but we can not tell until we have gotten into the Mississippi squadron work to say just exactly how much material we have on hand and just how much we will have to throw out. We are condensing and conducting this work as economically and as careful as it is possible.

Mr. HEMENWAY. You, of course, will include the history of the recent war?

Professor RAWSON. No, sir; we do not propose that. That has been well done in the Appendix to the Bureau of Navigation in regard to the Spanish war. The law only refers to the Records of the Rebellion. I should like to have you gentlemen ask any questions about it that you wish explained if it will add to the success of this work.

Mr. HEMENWAY. Unless you have something more to offer, we believe we have nothing more to inquire of you. I believe, however, you have something to do with the library. Can you get along with a decrease on the library? We increased you last year because of the unusual conditions.

Professor RAWSON. No, sir.

Mr. HEMENWAY. Could not that be made as heretofore?

Professor RAWSON. I do not think it could, sir. Mr. Lemly here is interested in that.

Mr. HEMENWAY. Do you not think you could get along?

Mr. LEMLY. I am asking an appropriation of \$100 this year for the purpose of books for the law library. Last year they did not give me the \$100, but increased the appropriation for the library by \$250, and then I was allowed to get a hundred dollars' worth of books for the law library of the judge-advocate-general from that appropriation.

OFFICE OF THE JUDGE-ADVOCATE GENERAL.

STATEMENT OF CAPT. SAMUEL C. LEMLY, JUDGE-ADVOCATE-GENERAL.

Mr. HEMENWAY. I notice you take up one clerk detailed to your office from the Secretary's office and drop one clerk detailed from your office to the Secretary's office; is that right?

Captain LEMLY. Yes, sir.

Mr. HEMENWAY. That is the only change you make in your force, except for submitting for clerks now paid out of another fund?

Captain LEMLY. Yes, sir; paid out of increase of the Navy, construction and machinery, per diem, and the aggregate amount estimated for each of these clerks is simply the sum of the per diem number of days employed.

Mr. HEMENWAY. And you estimate for the same pay they are now receiving?

Captain LEMLY. The same, exactly.

Mr. HEMENWAY. In addition to that, you ask for law books, books of reference, periodicals, etc., \$100.

Captain LEMLY. I ask for \$100 for that purpose.

Mr. HEMENWAY. And you say you got \$100 out of—

Captain LEMLY. Out of the library last year.

Mr. HEMENWAY. I have no doubt you could do that this year.

Captain LEMLY. I suppose if that library estimate is not reduced, but if the committee will do it I will be very glad if they would give me the \$100 which I ask. I think as I got \$100 for the library last year, perhaps the estimate there might then be reduced by \$100.

BUREAU OF NAVIGATION.

**STATEMENT OF LIEUT. COMMANDER C. E. COLAHAN, OF THE
BUREAU OF NAVIGATION.**

Mr. HEMENWAY. Have you anything in addition to what you have stated in the note?

Commander COLAHAN. Those are people who are on our roll doing duty in other offices; but they are included in the list of ours.

Mr. HEMENWAY. The additional force you ask for are now in your office, but transferred from other offices?

Commander COLAHAN. Yes.

Mr. HEMENWAY. I believe your note explains fully, unless you have something to add to it?

Commander COLAHAN. There is only one thing I would like to mention here. There is an item of 21 clerks who are now paid from the pay of the Navy as enlisted chief yeomen at \$60 a month and one ration. We want to change those to 21 clerks of Class C, and we would like to keep the same men in the office who are there now.

Mr. HEMENWAY. What would be the effect of changing them to Class C?

Commander COLAHAN. It will change their pay from \$829.50 to \$840. It puts them under the civil-service law. They are now enlisted men in the Navy, put in there for the emergency and assigned temporarily, and are necessary to carry on the work of the bureau now.

Mr. HEMENWAY. Class C in your office amounts to what in salary?

Commander COLAHAN. Eight hundred and forty dollars.

Mr. HEMENWAY. And they are now in class what?

Commander COLAHAN. They are now yeomen from the Navy and they are getting \$829.50.

Mr. HEMENWAY. This would simply increase their salary from \$829.50 to \$840, and you want to get them?

Commander COLAHAN. To keep them in certain places and come under the civil-service law?

Mr. HEMENWAY. The effect of that would be to cover these clerks into the civil service?

Commander COLAHAN. Yes, sir; that would be it. "The Secretary of the Navy is hereby authorized and directed to submit in his annual estimate"—

Mr. HEMENWAY. We know about that. You have submitted it here?

Commander COLAHAN. We have greater extra work there now direct from the States. We have to pay back certain moneys in settlement of expenses of recruiting during the war. Those are coming in very rapidly now. So much so that it is almost impossible to go through it. The States are Michigan, Pennsylvania, Maryland, North Carolina, South Carolina, Illinois, New Hampshire, New York, and Massachusetts. New York and Massachusetts have already their claims filed in the Bureau—that is, for adjustment.

Mr. HEMENWAY. You ask for an addition of two clerks of class 4?

Commander COLAHAN. Two clerks of class 4; yes, sir. Those are already in the Bureau under the increase of the Navy, and those are to be transferred also to the civil service, or rather it brings them under the civil-service law.

BUREAU OF EQUIPMENT.

**STATEMENT OF REAR-ADMIRAL R. B. BRADFORD, CHIEF OF THE
BUREAU OF EQUIPMENT.**

Mr. HEMENWAY. I notice in your estimate for the fiscal year 1901 you ask for one electrical expert and draftsman at \$1,600. That is a new clerk you do not have on the permanent roll at this time?

Admiral BRADFORD. Yes, sir.

Mr. HEMENWAY. Please explain to the committee the necessity for this addition.

Admiral BRADFORD. Well, up to this time all specifications and all work in connection with electrical outfit of ships had been done by line officers of the Navy, and of course they are changed from time to time and go to sea, and the work has become so extensive I deem it necessary to have someone in the office so as to be there continually. I can best illustrate by stating the size of the electrical plant on board the *Indiana* class of battle ships and what is proposed to put on the next battle ships we build. For instance, the horsepower electric plant on the *Indiana* class of battle

ships is 96—less than 100, while the horsepower the board of construction has settled on for the new battle ships is 670. That illustrates the growth of the use of electricity on ships of war for auxiliary purposes, and as it comes to the Bureau of Equipment I need somebody in the office who can stay there in the same manner as the draftsmen in the Bureau of Construction and Repair, to attend to details and designing of ships. The officers only supervise it. It seems to the interest of the service and economy that I should have one expert here continually to carry on in his mind all the details and the history of the different kinds of work. That is why I ask for it.

Mr. HEMENWAY. You can employ such a person now, can you not, and pay him from the increase of the Navy?

Admiral BRADFORD. I could employ him; yes, sir, under the increase of the Navy, the same as some clerks; but, as I said, you were to judge of that. We have submitted estimates, in accordance with the instructions from Congress, through the Secretary for the salaries of all in our employ under the increase of the Navy as part of the permanent force, and I thought it was a bad time to commence that. That is the reason.

Mr. HEMENWAY. In submitting this force that is now paid from the fund for the increase of the Navy you submit them at the same salaries they are now receiving?

Admiral BRADFORD. Yes, sir; I wish to say that since this estimate was prepared I have found it necessary to employ another clerk. I ask for two of class 1 at the pay of \$1,200. One of them I have really had to procure under the increase of the Navy since that time. Of course, our work expands as the country expands and the Navy increases in size.

Mr. HEMENWAY. Then if the additional clerk of class 1 is needed and this force is not taken up and put on the permanent roll you can employ clerks from the fund for the increase of the Navy?

Admiral BRADFORD. Yes, sir; I am prepared to explain anything you desire information in regard to.

Mr. HEMENWAY. I see nothing else unless you have something you desire to say.

Admiral BRADFORD. The only people asked for, Mr. Chairman, in addition we ask, except the two new clerks is this electrical expert and draftsman, and as a matter of fact one of those two clerks is already employed.

Mr. HEMENWAY. That we understand.

HYDROGRAPHIC OFFICE.

STATEMENT OF COMMANDER C. B. CLARK, CHIEF OF HYDROGRAPHIC OFFICE.

Mr. HEMENWAY. For 1901 do you submit any change in the estimate for the permanent force of your office?

Commander CLARK. Yes, sir; some additions. The present force of the Hydrographic Office, I will state briefly, if you will allow me, has been obliged to be increased by the withdrawal from the office of a good many naval officers formerly employed there; and to keep up with the work it is now necessary to employ trained men in nautical matters, called nautical experts—men acquainted with marine matters, and who know how to prepare charts for distribution. I would like to say to the committee that within the last fifteen years the Hydrographic Office has assumed a new function in safeguarding the commerce not only of our own country, but that which comes to our country, and which carries out with it our products. That places an immense amount of labor on us that is worth many million dollars to our people, and the increase of force is due to that.

Now, there are a good many charts required, and when Manila was captured a good many original Spanish charts were taken, and we are now at work in the Hydrographic Office in publishing those charts at the highest possible speed to guard against accidents like that which happened to the *Charleston* the other day, which cost the Government \$2,000,000—enough money to run the Hydrographic Office for twenty years. Now, it is estimated the increased force is extremely moderate, as I say, and it is in the highest interest of the Government that there should be an expansion of that office in the highest degree. Fifteen branch offices are now scattered around our coast to help along our merchant service. Of course, the Navy is looked after first, and then comes the commercial element, and that is handled by the Hydrographic Office. We must have an increased force if we are going to keep up with what we are doing now, and the expansion of commercial interests of this country is now so rapid that we must go ahead, and we are now trying to look ahead for this increase. You will see that the amount asked for is a very small amount—\$11,000.

Mr. HEMENWAY. Now the present appropriation for your specific employees is \$5,440?

Commander CLARK. Yes, sir.

Mr. HEMENWAY. You have two clerks of class two, one clerk of class one, an assistant messenger, and one watchman. Then you have a general appropriation of \$40,000 for draftsmen, engravers, assistants, nautical experts, etc. Now, your estimates in detail for 1901 amount to \$105,346, or an increase of \$59,906. You more than double the expenses of your office for the fiscal year 1901 over that of 1900?

Commander CLARK. At the last session of Congress an act was passed requiring those men employed in the Hydrographic Office to be specifically estimated for. There had been \$40,000 appropriated last year. Now, we had employed in that office quite a large force paid from the appropriations for ocean and lake surveys in the preparation of the Atlantic pilot chart and the north Pacific pilot chart, and those men were paid out of that lump appropriation and we took that out and made it specific, which increased it from \$40,000 to \$105,000.

Mr. HEMENWAY. Does the increase all come from the change from the employees paid from the fund for the increase of the Navy, or does it come from increase of salaries to a great extent?

Commander CLARK. Not to a great extent, but to some extent; yes, sir; and to some extent it is for this reason.

Mr. HEMENWAY. Let me ask you before we go to that. Do you not take up the salaries of some twenty-five or thirty here and increase them all?

Commander CLARK. No, sir. We take those men who have served long. I have a list in my pocket here of the men where we recommend increases, and these men have served for twenty-five or thirty years in the Hydrographic Office alone. They are trained men, skilled people, and if another department of the Government wants that particular skill they pay more money to these men and there is a chance to get an increase of salary. We have had men who have been there for a long period of service and become familiar with the work and then lost them. Now, that is illustrated by the case of the man who goes up a hill and makes a misstep and slips down 3 feet—we lose more than we gain by the loss of the services of these men.

Mr. PUGH. For how many employees do you propose to increase the salaries for the service in which they are already engaged?

Commander CLARK. I have it here; 22 all told out of about 60.

Mr. HEMENWAY. Which you would recommend increases of salary for?

Commander CLARK. Not great increases in any one case. For instance, in charge of the chart division is a man, a graduate of the Naval Academy, a man of splendid mind and splendid administrative ability.

Mr. HEMENWAY. What is his name?

Commander CLARK. Mr. Littlehales.

Mr. HEMENWAY. What is he getting now?

Commander CLARK. He is getting \$2,500, the pay over in the Coast Survey office which an engraver gets, and I say to this committee now, and I think Admiral Bradford who is here present will corroborate what I say, the Government has in its employ no more faithful or successful administrator than Mr. Littlehales. It is upon that record and the record of these other people, and I beg the committee to consider this fact that we of the Navy look to the Government's interest alone. We have no axes to grind, our own salaries are not affected, and we care nothing but for the welfare of the bureaus which we administer.

Mr. HEMENWAY. You think in picking up these employees and putting them on the permanent roll that the 22 salaries ought to be increased?

Commander CLARK. Yes, sir; more or less, as laid down in the bill there.

Mr. HEMENWAY. In the event we continue to permit these employees to be paid out of the general appropriation and continue your permanent force with two clerks of class two, one clerk of class one, one assistant messenger, and one watchman, what addition would you want to your force, what addition is absolutely necessary?

Commander CLARK. With the exception of four, all of that division, the chart division, chart construction. I would like to have Admiral Bradford, who inspected the building in my company the other day, to say something about it. I am new comparatively to the place, but I have been through it from the top to the bottom and I know what I am talking about, and I regard it of special importance in this particular work, for it is in such condition that I deem the committee should be fully advised as to the difficulties in doing such work, and it would be advisable for some one of the members of this committee to go there and see what difficulties Mr. Littlehales is working under and what he has accomplished. I do not regard the building as absolutely safe. There is a million dollars of Government property in there, and I would be glad to show the Representatives through there and let them see what is going on.

Admiral BRADFORD. That is the building rented near the corner of Seventeenth street and New York avenue.

Commander CLARK. The people are so crowded now that it is really almost impossible to go around on account of the crowded condition of the machinery, and we ask \$1,600 to get two little rooms adjoining to get up in the work, as we are getting behind.

Mr. HEMENWAY. Take the first item on page 151, of \$40,000—

Commander CLARK. That is embraced in the \$105,000.

Mr. HEMENWAY. On page 107 there is an item of \$35,000—

Commander CLARK. Out of that was paid last year for salaries \$27,000.

Mr. HEMENWAY. The item on page 158 of the bill for \$25,000; was anything paid of that for salaries?

Commander CLARK. That was for the branch offices.

Mr. HEMENWAY. Now, the item on page 159 of \$10,000?

Commander CLARK. That appropriation of \$10,000 was for the North Pacific Pilot; had to pay the nautical experts out of that.

Mr. HEMENWAY. Without increasing any salaries, how much will this appropriation have to be increased this year in order that your office may have a proper force to perform the duties which are absolutely necessary?

Commander CLARK. To perform the duties in that office efficiently, it is possible to away with all increase of salaries.

Mr. HEMENWAY. Without taking into consideration the increasing of any salary, at increase must you have in this appropriation in order to properly conduct your office for 1901?

Commander CLARK. I regard the increase of force absolutely necessary which is enumerated here.

Mr. HEMENWAY. Start with the \$40,000 appropriation for draftsmen, engravers; what increase is absolutely necessary on that appropriation?

Commander CLARK. Of that specific appropriation none is necessary.

Mr. HEMENWAY. Now, go to the appropriation of \$35,000 on page 157?

Commander CLARK. After taking up the salaries paid out of that appropriation last year there was left \$7,704, and for fifteen years the office has had an annual appropriation of \$12,000 for miscellaneous expenses, and that is the last. I tell you, gentlemen, that work is very heavy under that head, and it is only by robbing Peter to pay Paul that we are able to get along the best we can. Twelve thousand dollars is absolutely needed, and deducting from the \$35,000 salaries that are included now in this \$105,000 leaves \$7,700 only.

Mr. HEMENWAY. Then it wants to be increased the difference between \$12,000 and \$7,700?

Commander CLARK. Yes, sir; \$4,295.50. We have to pay all kinds of things out of that fund.

Mr. HEMENWAY. Do you think it is absolutely necessary to increase that appropriation \$4,300?

Commander CLARK. Yes, sir; I do.

Mr. HEMENWAY. Now, then, go to the appropriation on page 158, of \$25,000.

Commander CLARK. This is for the branch hydrographic offices, and after paying all the experts last year there was nothing left. We asked for \$32,000 and the committee gave \$25,000 last year. I ask you to go back to the original appropriation of \$32,000. We have now covered our coast save by one branch office, which should be located at Galveston.

Mr. HEMENWAY. This appropriation is almost altogether for the merchant marine, is it not, without regard to the Navy?

Commander CLARK. It is without reference to the Navy, but of the very highest importance; as we can judge from the communications which reach us daily of the business, requests for information; and I consider it one of the most valuable expenditures for the Government.

Mr. HEMENWAY. We gave you an increase last year of \$4,000 on this item.

Commander CLARK. The estimate for 1900 was \$32,000 and the appropriation was \$25,000.

Mr. HEMENWAY. You only had \$32,000 for the fiscal year 1898, and prior to that time it was \$17,000?

Commander CLARK. Yes; but you see we now—

Mr. HEMENWAY. When you had \$32,000 it included the expenses of establishing new offices?

Commander CLARK. Yes, sir.

Mr. HEMENWAY. So that expense does not come again for the fiscal year 1901?

Commander CLARK. Yes, sir; it is a continuous expense.

Mr. HEMENWAY. Of establishing new offices?

Commander CLARK. No; but if we get the \$32,000 we can establish the additional office needed.

Admiral BRADFORD. We want to establish one at Galveston.

Commander CLARK. That is a very important seaport, and very large ships come there from all parts of the world, and they want information.

Mr. HEMENWAY. Prior to the fiscal year 1898 \$17,000 was the largest sum you had?

Commander CLARK. We are growing, sir, and have been growing fast.

Admiral BRADFORD. We want to establish one at Habana and Manila. We have established none in our new possessions acquired.

Mr. HEMENWAY. Then you do not think you could get along with \$25,000 this year?

Commander CLARK. I do not think so. We have used it up to the very last cent. I have looked into the matter and I have discussed the matter through correspondence with the branch offices, and no longer than yesterday I received an urgent request from the Cleveland office that he must have more money to supply the necessary paper to write letters with reference to inquiries on the lakes.

Mr. HEMENWAY. Is that all he wanted, paper upon which to write?

Commander CLARK. No, sir; that is only incidental. The publications which come out for months are very numerous, and we have lost an immense amount of time by reason of interruption of the Spanish war from officers being taken away, and our publications are all behind hand and we have to catch up.

Mr. HEMENWAY. What is the least sum you can get along with?

Commander CLARK. After careful consideration, I think \$32,000 is the least, in view of what is the policy of the chief of the Department, Admiral Bradford, and it is my business to carry it out.

Mr. HEMENWAY. That would provide for the establishment of a new office at Galveston?

Admiral BRADFORD. Yes, sir. I do not think it would provide anything more. I would like to say, Mr. Chairman, that the Treasury has found a good deal of fault with the methods with which we have conducted this office and refused to pass some bills. This estimate is recast on such lines as will put the whole matter on a business basis and, I think, do away with any difficulty of that sort. For instance, they declined to permit employees to be paid out of appropriation such as ocean and lake surveys or for the manufacture of pilot charts. The work is done by expert engravers and others, but they want a specific appropriation for employees; but as the present estimates are made it will be satisfactory to them.

Mr. HEMENWAY. Now go to page 159. You have for the fiscal year 1900 \$10,000. What increase, if any, will be necessary in that appropriation—that is, how much of it was applied in the fiscal year 1900 in the payment of salaries?

Commander CLARK. That was for the purpose of the pilot charts of the north Pacific.

Admiral BRADFORD. Of course it was intended to include all the people in the manufacture of that chart—engraving and printing it.

Commander CLARK. The amount that was left after taking out the salary of the people—\$6,240—that was under the appropriation for 1900, and the amount asked for 1901 is \$6,300.

Mr. HEMENWAY. So you can get along with that appropriation of \$10,000?

Commander CLARK. Yes, sir. That chart is a very valuable one. Thousands and thousands are sent out and we get requests constantly.

Admiral BRADFORD. These pilot charts are engraved on stone, in large quantities, and are printed more cheaply than the navigation charts.

NAVAL OBSERVATORY.

STATEMENT OF CAPT. C. H. DAVIS, NAVAL OBSERVATORY.

Mr. HEMENWAY. You ask for an increase of two computers, one at \$1,600 and one at \$1,400. You may explain to the committee the necessity for this increase of force.

Captain DAVIS. Well, the work of computing the results at the Naval Observatory is very much behind. It is behind on account of the lack of the computing force. The force at the Observatory is able to keep the observations going and keep the current observations reduced, but when it comes to preparing the volumes for publications we really have not force enough. I made a pretty strong plea before this committee last year for an increase, and since that time I have had a board of visitors at the Naval Observatory, and the Observatory has been brought under criticism for many things, and one of the principal criticisms made against the Observatory is that it does not publish its results. It does not publish its results for the reason that it can not; it has not the force to publish them.

The report of the board of visitors, I suppose, has been read by some of the mem-

bers of the committee, but in that report they drew a parallel of the amount of money spent at the Naval Observatory and the amount spent at Greenwich and Harvard, taking Greenwich as the great representative European observatory and Harvard as the principal representative private observatory of this country. The statement made by that board was a disingenuous statement. They do not show the facts as they are, but arrange the facts to show what they want to show. I have a little table here which shows a direct comparison of the astronomical personnel at the three observatories, which shows that Greenwich has employed 23 computers; at Harvard College Observatory they employ 18 computers, and at the United States Naval Observatory we employ 6. Now, those figures speak for themselves. They also criticise the item of cost, the amount of our appropriation. The 23 computers at Greenwich are paid \$325 a year. Now, we could not get any human being in the United States to work for \$325 a year, especially if they work with their brains. The 18 computers at Harvard are paid \$600 a year, which is the lowest the United States Government pays a laborer; the labor pay in this country is \$660 a year with thirty days' leave; and these computers at Harvard are mostly women, who are notoriously underpaid. We pay our computers \$1,200 a year, and it seems to me these figures speak for themselves.

Comparison of number and cost of scientific personnel of Greenwich, Harvard, and Naval observatories.

GREENWICH OBSERVATORY.

Scientific personnel.	Number.	Average.	Total.
Director	1	\$5,000	\$5,000
Chief assistants	2	2,550	5,100
First-class assistants	4	2,000	8,000
Second-class assistants	4	1,200	4,800
Magnetic superintendent	1	1,700	1,700
Assistant magnetic superintendent	1	1,000	1,000
Computers	23	325	7,475
Total	36		33,075

HARVARD COLLEGE OBSERVATORY.

Director	1	\$5,000	\$5,000
Astronomers	6	2,000	12,000
Assistant astronomers	13	900	11,000
Computers	18	600	10,800
Total	38		39,500

UNITED STATES NAVAL OBSERVATORY.

Director	1	\$3,500	\$3,500
Professors mathematics	4	2,700	10,800
Assistant astronomers	3	1,900	5,700
Computers	6	1,200	7,200
Total	14		27,200

The reason our publications are behindhand is that we have 6 computers as against their 23, and it is very easy for the Greenwich people to publish a volume every year with 23 computers at work on it.

Mr. LIVINGSTON. How many computers have you now?

Captain DAVIS. Six.

Mr. LIVINGSTON. How many more do you want?

Captain DAVIS. I ask for 2 more, and I ask to have them graded at a little higher rate of pay, in order that I may make them intermediate between the computers and the assistant astronomers, and give promotion to worthy—

Mr. LIVINGSTON. Why not take 4 more, and that will make 10 at \$1,000 a year.

Captain DAVIS. I wanted to be as modest as I could. I was met last year with objection, and this report of the Board of Visitors is a pretty strong argument for me this year, and when it comes to discussing that report I am prepared to show that report was drawn for the purpose, and not only that, but it was a special plea prepared

by a skilled lawyer to show a case which has been established before that board came there. Not only that, but the observatory has been an object of attack in the newspapers. The New York Tribune is particularly severe on the observatory, and being a Government observatory we of course are debarred from answering these attacks. We have no champions in the public press.

Mr. LIVINGSTON. What is their criticism?

Captain DAVIS. General criticism of inefficiency. They criticise the observatory on the ground we do not show any work; that the work does not appear.

Mr. HEMENWAY. You think if you had two additional computers you could publish the results?

Captain DAVIS. I think we could. Of course we are very much in arrears, but it is not a matter of criticism; the work is going on there all the same. In that character of work, astronomical observations, it does not make a particle of difference whether the results of this year's observations are published next year, or twenty years, or forty years hence. They go on record as a part of the permanent scientific astronomical archives. We are publishing now zone observations of South America that were made in the year 1851. I undertook eighteen years ago, in cooperation with other observers, to observe a zone lying between certain declinations in the heavens, and that observation is going on, and, although the observations have been in progress for eighteen years, we are just beginning to publish the work now. That is a class of work which is everlasting, and it does not make any difference whether it is published this year, or next year, or ten years, or twenty years hence.

Mr. LIVINGSTON. But you must remember that we are not everlasting?

Captain DAVIS. But astronomy is, and a part of the knowledge we are using now is the knowledge which the Chaldeans got in the time of Moses.

Mr. LIVINGSTON. I understand the criticism is that you do not give information to the living generation?

Captain DAVIS. It is a disingenuous criticism. In answer to that criticism, Harvard Observatory, which is our great critic also, took one of these zones eighteen years ago and they have barely begun to observe it yet, and they say nothing about their dereliction.

Mr. PUGH. What is the necessity of the publication at all if it makes no difference whether it is published for years?

Captain DAVIS. It does not make a particle of difference. The information is there for all time. Any man who works at astronomy and wants the results of these observations could always get them in specific cases. That is to say, if a man is observing on the frontier and is establishing a boundary or anything of that kind and wants to know star places, say at such a latitude and longitude, all he has to do is to write to us and we will give him all the star places he wants. They may not be in print, but they are there, all the same. I was down in South America seventeen years ago establishing longitude on the coast of South America, and at that time the stars available for that sort of work in the Southern Hemisphere were not numerous. I wrote to the director of the observatory at Cordova, a distinguished American astronomer, Dr. Gould, and asked what he could do in the way of star places, and he told me, although his catalogues were not printed, I might observe any stars in the Southern Hemisphere down to the sixth magnitude and he would give me the star places, and therefore to go ahead and observe the stars, regardless of whether they were in the printed catalogues or not. I sent him a list, and he gave me the star places for every star I had observed. Now, that is what we are prepared to do at all times, whether our stars are printed in catalogues coming out one year after another, or not. They are all there, and our work is going on all the time.

Mr. TAYLOR. What I would like to have you to do is to explain this as presented to you by Mr. Livingston; would you prefer two computers, one at \$1,600 and one at \$1,400, or four at \$1,000, and if so, why?

Captain DAVIS. I will tell you what I would prefer. I should prefer a lump sum to be spent on computation, and that would enable me to employ as many or as few as I should please.

Mr. TAYLOR. You are not answering the question put to you by Mr. Livingston and myself.

Captain DAVIS. What was the question?

Mr. TAYLOR. What Mr. Livingston suggested was to put \$4,000, to give you four computers at \$1,000 each, and he asked you, and I would like to know, which you would prefer, to have two computers at \$3,000 salary, or four computers at \$1,000 each?

Captain DAVIS. I would rather have four computers at \$1,000 each.

Mr. TAYLOR. That is the practical question I wanted to reach.

Captain DAVIS. Very well, I would rather have four computers at \$1,000 each.

Mr. TAYLOR. I suppose the star places would remain in firma all the time and they would remain at your Observatory, but unless we get it before us in some shape, what use is it to us?

Captain DAVIS. Of course, the prime object of that institution is not only to make observations, but to publish them; they must come out.

Mr. TAYLOR. Which would be best for the publication, four computers at \$1,000 each or two at the prices you have named?

Captain DAVIS. The four.

Mr. LIVINGSTON. How far are you behind?

Captain DAVIS. The volume for 1890 has been just published.

Mr. LIVINGSTON. Then you are practically nine years behind?

Captain DAVIS. We are nine years behind.

Mr. LIVINGSTON. Will these four computers bring you up, or what time will it take you to catch up?

Captain DAVIS. The volume of 1892 is in press, the volume for 1891 will be printed as soon as some work is completed which is now going on at the Observatory, and it will not take very long. We have three volumes in type now, so with the additional computers we should probably be able to bring the volumes up in a couple of years. We always expect to be two years behind.

Mr. LIVINGSTON. Your business is expanding all the while?

Captain DAVIS. Yes.

Mr. LIVINGSTON. You do not mean to say you would not want more help in years to come?

Captain DAVIS. Oh, no; I should take on a gradual increase.

Mr. PUGH. Have the stars increased?

Captain DAVIS. Yes, the stars do increase.

Mr. PUGH. You believe, then, in hiding your light beneath a bushel?

Captain DAVIS. I do not believe in it, but I am forced to do it. Government establishments can not enter into newspaper controversies, and we can not do it.

Mr. HEMENWAY. For miscellaneous computers you estimate \$1,200?

Captain DAVIS. Yes.

Mr. HEMENWAY. How do you disburse that?

Captain DAVIS. That has been spent every year in keeping up current work, reducing observations.

Mr. HEMENWAY. If we give you the additional clerks, is it necessary to continue this fund for miscellaneous?

Captain DAVIS. Yes, it is.

Mr. LIVINGSTON. Suppose we add \$4,000 to your fund and cut out your requisition for these additional clerks—would not that be the place to put it?

Captain DAVIS. That would please me better than anything else. Make it for miscellaneous computations, \$5,200.

Mr. HEMENWAY. Now, if we give you \$4,000 here in this miscellaneous fund, you could then increase the four clerks—

Captain DAVIS. I could take as many or as few as I needed at any one time; take them on when the work was pressing.

Mr. LIVINGSTON. Now, if we give you that additional sum here will you be compelled, under the rules and regulations, to go to the civil service?

Captain DAVIS. Yes; I would.

Mr. LIVINGSTON. Do you want an amendment put there?

Captain DAVIS. I should like to have that very much, indeed, so as to clear me of the rignmarole of the civil service—taking people on and discharging them when I want to.

Mr. HEMENWAY. Can you secure better people by going to the civil service?

Captain DAVIS. I can get the class the Civil Service Commission gives me, but the laborers they give me I can go out in the street and hire for a dollar a day. I have two classes of laborers at the observatory—laborers coming from the civil service, and laborers I can employ of my own motion for the grading of the grounds and care of the roads, and those men I pay \$1.68 a day, and I take them on and discharge them as I see fit, and the other men are paid \$660 a year and have the privilege of thirty days' leave of absence in a year and thirty days' sick leave, and if they are kept over time—I believe it is not so now, but it was when I first went there—if we kept them an hour over time they had to be credited with that hour, and now I have got the per diem laborers doing work the civil-service laborers should do, for the simple reason I can not get men from the civil service fit to do a laborer's work as I want to have it done. I sent the other day for an engineer, and they sent me a Methodist parson, and a negro at that.

Mr. HEMENWAY. Give any other point you may desire to give.

Captain DAVIS. That is the sort of people. I had a mutinous engineer whom I tried to get out and put him to the gate and told him that he could not come in again, but he hung around the gate and I reported it to the naval department. I could not discharge that fellow, but I could suspend him.

Admiral BRADFORD. They sent me a man 65 years old as a messenger boy the other day.

Mr. PUGH. I did not understand what became of the parson.

Captain DAVIS. I fired him out; I told him I did not want him. He came in my office and sat down and I said, "Who are you?" He said, "I am a laborer." He had on a white tie, but I fired him out.

Mr. PUGH. You had not made a request for a celestial engineer instead of a terrestrial one?

Captain DAVIS. You know good mechanics will not go before that service to compete for these places, and before that civil-service nonsense came in we used to get a good class of men to take these Government positions.

Mr. TAYLOR. You just picked them up like the stars?

Captain DAVIS. Now it is of no use. If I lose a good man there I can not replace him, and consequently the men know that, and they are saucy and independent and everything else.

Mr. HEMENWAY. You would like to have a provision added, if this fund should be granted for the miscellaneous computers, giving you the power to select without regard to civil-service rules.

Captain DAVIS. I should very much; that would fix me up first rate.

NAUTICAL ALMANAC OFFICE.

STATEMENT OF PROF. H. D. TODD, DIRECTOR OF THE NAUTICAL ALMANAC OFFICE.

Mr. HEMENWAY. I see you make no change in the estimates for the fiscal year 1901. You want the same force you had for the fiscal year 1900. Is it possible for you to make any decrease?

Professor TODD. I have studied the matter very thoroughly, and my predecessor, Professor Harkness, also did when he was director. I was assistant at that time of the Nautical Almanac Office, and we did not see any way we could decrease it, sir. I might mention that appropriation for piecework is about the only place that we find any chance of ever making a decrease. Now it is \$7,000, which is a reduction of two or three years ago, when we had \$8,200 and \$8,500; but for the present I do not see how we can get along with less than \$7,000.

BUREAU OF STEAM ENGINEERING.

STATEMENT OF ADMIRAL GEORGE W. MELVILLE, CHIEF OF BUREAU OF STEAM ENGINEERING.

Mr. HEMENWAY. You estimate an increase of one clerk of class one, and you now have the services of a clerk transferred from another bureau.

Admiral MELVILLE. Yes, sir; he is now on the rolls of the Bureau of Navigation.

Mr. HEMENWAY. That is the only change you make in your estimate, with the exception of a draftsman—you ask an additional draftsman?

Admiral MELVILLE. There is one draftsman I now have employed at the rate of \$6 a day, and I ask his pay be raised to \$7 a day.

Mr. HEMENWAY. That is paid from the increase of the Navy?

Admiral MELVILLE. Yes, sir.

Mr. HEMENWAY. If that force is taken up and provided for specifically, what increase of salary do you recommend?

Admiral MELVILLE. There is none other. There is only one, and I would like to state to this committee, as I have done before for the last three or four years, my Bureau has always had a draftsman at \$2,250 a year, but during Mr. Herbert's administration I loaned him to Mr. Herbert, and because I loaned him the chairman or one of the gentlemen on this committee cut him off my pay roll and turned him over to another man, and so I lost my chief draftsman. I have been trying to get that man restored, and the next best thing was to get one of the draftsmen whom I have employed at \$6 a day, and I have promised to try to get him \$7. Draftsmen are scarce, and he is worth all he gets.

Mr. LIVINGSTON. Is there a probability you will lose him at \$6 a day?

Admiral MELVILLE. Yes.

Mr. LIVINGSTON. You mean he would get a better offer from somebody else?

Admiral MELVILLE. Yes, sir; because draftsmen are scarce. In all the shipbuilding yards they have more employment than they have draftsmen.

Mr. LIVINGSTON. If we give him \$7 a day have you any guaranty that he will stay?

Admiral MELVILLE. No, sir; because he may get more pay from somebody else. I had Chief Engineer Towne, who is a regular officer of the Navy, at \$2,800 a year. Mr. Cramp took him away from me and gave him \$10,000 a year on a five-year contract, and is continuing that business now at \$10,000 a year. So, even if you give \$7 a day he may leave me, and that is the only means I have of trying to hold him. Chief Engineer Towne left at \$2,800 a year, and he is with Cramp still at \$10,000.

BUREAU OF ORDNANCE.

STATEMENT OF REAR-ADMIRAL CHARLES O'NEIL.

Mr. HEMENWAY. Is there anything you can offer in explanation of this estimate other than the note?

Admiral O'NEIL. No, sir; that note explains everything.

BUREAU OF SUPPLIES AND ACCOUNTS.

STATEMENT OF PAYMASTER-GENERAL A. S. KENNY.

Mr. HEMENWAY. In the estimate which you submit, the additional clerks recommended are all performing service in your Bureau, transferred from other Departments; is that true?

Paymaster-General KENNY. Yes, sir; with the exception the total of which is \$14,260. Those are additional.

Mr. HEMENWAY. They are new?

Paymaster-General KENNY. They are new.

Mr. HEMENWAY. Not now in the service?

Paymaster-General KENNY. Yes; they are asked for in compliance with the direction of Congress last session.

Mr. PUGH. You ask for an additional messenger boy, also.

Mr. HEMENWAY. Two clerks of class 4, two clerks of class 2, six clerks of class 1, and one laborer, in all, \$14,200; do I understand that is new? You have these clerks in the Department now and they are transferred from some other Bureau?

Paymaster-General KENNY. No, sir; we have not got them. They are submitted in compliance with this act of February 4.

Mr. HEMENWAY. What is the act?

Paymaster-General KENNY. I have not it here.

Mr. HEMENWAY. That is a provision requiring the Secretary to submit the employees that are carried and paid from other funds. Why would that result in an increase of this force to that extent?

Paymaster-General KENNY. The act directed that we should submit any such additional clerks as we considered necessary to do the work.

Mr. HEMENWAY. Now, you have these clerks now paid from the appropriation for increase of the Navy?

Paymaster-General KENNY. No, sir; we have not got them now.

Mr. HEMENWAY. How have you kept this work up before?

Paymaster-General KENNY. By working overtime; and some of it has gotten in arrears, of course.

Mr. HEMENWAY. Then the provision requiring the Secretary to report these clerks that had been paid from other appropriations has nothing to do with this?

Paymaster-General KENNY. I understand this is to be entirely additional.

Mr. FAUCETT (chief clerk). This same clause directed the Department to estimate in its estimate for next year all the people now employed paid under these general appropriations and such additional clerks as the Department deemed necessary to keep it up.

Mr. HEMENWAY. This is under that provision?

Mr. FAUCETT. This is under that provision.

Mr. LIVINGSTON. And these are additional?

Mr. FAUCETT. Yes, sir.

Mr. HEMENWAY. So that if that provision had never gone into the bill you would have had to estimate for these additional clerks?

Mr. FAUCETT. We probably would, although there was no direction therefor.

Mr. HEMENWAY. How far behind are you with this work?

Paymaster-General KENNY. In general the work is pretty well up, but there are certain branches of the work which necessarily are always in arrears dependent upon the returns from all over the world.

Mr. HEMENWAY. And the Secretary has power to employ additional clerks there from the fund for increase of the Navy?

Paymaster-General KENNY. That is done sometimes.

Mr. LIVINGSTON. I see in your first estimate six clerks instead of four clerks of class 3, and then you cut down one clerk of class 2; does that mean a promotion instead of more help?

Paymaster-General KENNY. It means a better balancing of the schedules.

Mr. LIVINGSTON. Then again you cut two?

Mr. FAUCETT. You are speaking of the first item?

Mr. LIVINGSTON. Yes.

Mr. FAUCETT. That is simply an adjustment of the people as they are now actually employed in the different divisions of the Bureau.

BUREAU OF CONSTRUCTION AND REPAIR.

STATEMENT OF REAR-ADMIRAL PHILIP HICHBORN, CHIEF OF BUREAU OF CONSTRUCTION AND REPAIR.

Mr. HEMENWAY. Do you submit any change in your permanent force which you have for the fiscal year 1900?

Admiral HICHBORN. Any addition?

Mr. HEMENWAY. Yes, sir.

Admiral HICHBORN. Yes.

Mr. HEMENWAY. That is, other than the force you pick up that is now being paid from the fund for the increase of the Navy?

Admiral HICHBORN. I will let my chief clerk, Mr. Green, answer specifically any questions you have there. He has it more in his mind than I have.

Mr. GREEN. The increase in the permanent salaried force is one clerk at \$1,400, one at \$1,200, and an increase of \$200 in the salary of a \$1,600 clerk, making it \$1,800.

Mr. HEMENWAY. You ask for a new clerk of class four and drop one clerk of class three?

Mr. GREEN. Yes, sir.

Mr. HEMENWAY. Your intention being to promote one clerk?

Mr. GREEN. Yes, sir; we had it at \$1,800 until a very few years, and always had it until it was transferred to another bureau. We had the \$1,400 man also.

Mr. HEMENWAY. Then you ask for a new clerk of class two and one clerk of class one?

Mr. GREEN. Yes, sir.

Mr. HEMENWAY. You want an increase of two clerks?

Mr. GREEN. An increase of two clerks.

Mr. HEMENWAY. In the bureau?

Mr. GREEN. Yes, sir; from this salaried force we dropped a draftsman at \$1,800 and transfer the salary to the Department.

Mr. HEMENWAY. So he goes back to the Secretary's office?

Mr. GREEN. Yes, sir.

Mr. HEMENWAY. And is paid upon the rolls of the Secretary's office?

Mr. GREEN. Yes, sir.

Mr. HEMENWAY. So that he was simply a clerk detailed to your office?

Mr. GREEN. No; we always had him, and when there was a vacancy the salary was given to somebody in the Secretary's office.

Mr. HEMENWAY. So it amounts to an increase of only one in your office, and it really puts two new clerks on the roll.

Mr. GREEN. Yes, sir; on the salaried force.

Mr. HEMENWAY. What is the necessity for these additional clerks?

Mr. GREEN. There is a constant increase of work, and when the work has been increased in years back it has been added by increased naval clerks, commencing at \$1.50 a day and from that working on up to the copyist at \$3.26 a day. We need a better grade of clerks than those that come in at the bottom. We have only 5 clerks, salaried force, out of a total of 40, and an increase at the bottom would not answer the purpose as we need them. We then would have the regular grade \$1,800, \$1,600, \$1,400, and \$1,200, giving a regular chance for promotion as vacancies occurred, in addition to needing the clerks.

Admiral HICHBORN. You understand that all the bills of payments for ships of the Navy are made in this office. All the bills are made there and the accounts are kept there. We have paid out on the average of six millions of dollars since the new Navy

started fifteen years ago, and to my knowledge we have never had an error coming back from the Treasury Department, and you may know it is pretty sharp work with 60 vessels building at the present time, with all kinds of extras coming in from contractors, to keep the accounts and keep them straight. This is the office where the bills are all made and where we are held responsible for the correct account of them.

Mr. TAYLOR. Is your office behind at all?

Admiral HICHBORN. No, sir.

Mr. TAYLOR. Has it ever been behind?

Admiral HICHBORN. Well, during the war we got a little behind.

Mr. TAYLOR. Do you increase the clerical force now or simply provide for promotions?

Admiral HICHBORN. No; it is to provide for competent people to do the work and to keep up with the work, as every year the work increases, and we have to add draftsmen, and we have to add clerks. The clerks work with the draftsmen sometimes, for instance in the designing of vessels, where specifications have to be written, and this clerical force has to work in there with the draftsmen in getting up the plans and specifications, besides what you would merely call clerical work of keeping accounts.

Mr. GREEN. I might remark in this connection that only a few years ago a million dollars was the appropriation of the Bureau. We are now spending \$6,000,000 outside of the increase of navy, and this clerical force is what does the good work.

Admiral HICHBORN. That is outside repairs of ships are \$6,000,000. Last year it was \$10,000,000, during the war. You may say we are up with our work, but that has not been done by working regular hours, and these people for many months, and even at the present time, are obliged to work up to 5 o'clock.

Mr. HEMENWAY. Complying with the provisions of the act approved February 24, 1889, in bringing up that force of draftsmen at the present time, do you bring them up at the salaries they are now receiving?

Admiral HICHBORN. Yes, sir; that is the way I understood it. Just exactly, that is the order of the Department to do that.

Mr. HEMENWAY. What recommendation have you, if any, to make to the committee in regard to these salaries?

Admiral HICHBORN. Are you speaking of clerks or draftsmen?

Mr. HEMENWAY. Of draftsmen, naval architects, assistant naval architects, designers, draftsmen, etc.?

Admiral HICHBORN. That is a question that has agitated the Bureau now for about two or three months as to the question of keeping our force. They are continually leaving us at the salaries we pay them, and I have a statement that will cover that ground that I have prepared, anticipating that you might want to know something about that, because it is a very serious matter, and something will have to be done about it.

Mr. HEMENWAY. Have you the statement in writing?

Admiral HICHBORN. Yes, sir.

Mr. HEMENWAY. Will you be kind enough to give it to the stenographer?

Admiral HICHBORN. I will make it a part of the record if you would like to hear it, as I have brought it for that purpose. A young man I brought here some few years ago, a skillful draftsman, raised in the dockyards, the shipbuilders walked in and took him right away from me.

Mr. HEMENWAY. Do they pay them just a slight increase in salary or do they give them large increases in salary?

Admiral HICHBORN. They more than double their pay when they take them away.

Mr. HEMENWAY. Then we would have no absolute assurance, even if we would more than double their pay here?

Admiral HICHBORN. No; I do not think if you give a man a chance for promotion—if he sees something ahead of him; of course there is some inducement for a man to stay in Government business.

Mr. HEMENWAY. How many men have left you during the last year?

Admiral HICHBORN. As high as seven or eight; I state it all in here, and state what I think we ought to do and what they ought to get paid. The subject has been before me and I have talked with the Secretary and every officer about it. One of my particular draftsmen Mr. Cramp took away from me.

Mr. HEMENWAY. What did he give him?

Mr. HICHBORN. He gave him more pay than I get—that is, over \$5,000 a year. The Government ought never to have lost that man under the circumstances at all. He has been here from the time the new Navy started from the bottom, and was familiar with everything about the ships and the specifications, drawings, and plans. You can all understand what it means to have an unskilled man working on a battle ship that is to cost \$5,000,000 making mistakes and errors that are not found out for years.

Mr. HEMENWAY. Under the present provision the Secretary had power to fix the salary?

Admiral HICHBORN. He has increased them somewhat. He raised from \$6 to \$7, but that is as far as he will go in the matter, he says.

Mr. HEMENWAY. Taking into consideration the conditions and the fact that offers are being made to these draftsmen and other skilled employees, is it not much better to leave the salary they are to receive to be fixed at the discretion of the Secretary than to undertake to fix it in this bill?

Admiral HICHBORN. That would be all right, but the Secretary will not take that responsibility on himself. I want to say to you, gentlemen, I am now in the last year of my term. This is the last year I shall serve, as I go out by the limit of being 62 years of age, and unless something is done about this draftsmen business the Navy Department, so far as the designing of battle ships and that class of people are concerned, is going to be completely demoralized, because there is not hardly a day they are not trying to draw away our force. The taking of skilled men off the top and putting men on the bottom does not compensate.

Mr. HEMENWAY. In the statement you leave with us do you suggest a remedy?

Admiral HICHBORN. I do, and it is one that deserves careful consideration. I treat the subject fully and recommend why it ought to be done, and it is not hastily made. That has been in my mind for two or three years, as I saw what was coming. I could gradually see how we were getting weak with our work and dropping down.

BUREAU OF CONSTRUCTION AND REPAIR,
Navy Department, February, 1900.

During the past two years seven draftsmen in the Bureau of Construction have resigned to accept responsible positions in various private shipbuilding companies. Among these may be mentioned W. A. Dobson, who is technical secretary of the William Cramp & Sons Company, at a salary of \$4,000; A. L. Hopkins, who is assistant superintendent of the Newport News Shipbuilding Company; Frank W. Grogan, who is superintendent of the Fore River Iron Works, at Weymouth, Mass.; J. A. Nelson, who is superintendent of the William R. Trigg Shipbuilding Company, at Richmond, Va.; Charles R. Green, who was employed as a naval architect by the same concern, and Francis Pratt, also employed by the Trigg Company as chief draftsman. Previous to this Charles R. Hanscom had resigned from this office to become general superintendent of the Bath Iron Works; W. L. Besselievre, his assistant, having also been in the employ of the Bureau, and George P. Frothingham resigned to become superintendent of F. W. Wheeler's shipyard at Bay City, Mich. This during a time when shipbuilding in private yards was almost dead. Now all signs point to a great revival in shipbuilding business, and it seems probable that unless justice in the way of reasonably increased compensation is done the Bureau will lose the services of all its best men in a short time.

At present the ship draftsmen in the private shipyards of the Atlantic coast are perfecting an organization among themselves to enforce recognition of their claims for increased compensation, which is already fully as large and perhaps will average larger than that paid by the Bureau of Construction. The fact is, that while in all other branches of technical work there are always plenty of skilled draftsmen to be had, shipbuilding has been for a generation so nearly a lost art in this country that skilled men are very scarce. The Bureau needs for its designing staff not only high-class men, but also men with experience in the special work required of them; and when men of long experience leave its service it becomes very difficult to replace them and takes a long time before the new men can become as efficient as the old. Last summer the draftsmen in the Bureau made an effort to induce the Secretary to see the justice of their claim for increased pay, and in my indorsement to their application I stated that, "compared with pay given by other Departments of the Government service, the Bureau is satisfied that its draftsmen have at no time been fully remunerated, and is now convinced that an advance in pay is necessary to hold together the present force of skilled draftsmen."

It should be borne in mind that an increase of pay is not the only object which it is hoped to attain. Under the present system all in the office, with the exception of two or three head men and a few very young men, are paid alike. The prevailing rate is not too much for the younger class of qualified men, and the Bureau lacks authority to pay more to others. This removes all incentive to good work, as there is practically no promotion to be had in the office. It is therefore desirable to establish a number of different grades, in order that the men who remain in the office may have something to look forward to. The nearest parallel in the Government service to the work required of the designing staff of the Bureau is the Office of the Supervising Architect of the Treasury, it being noted, by the way, that there is no scarcity of architectural draftsmen. I consider that the men in the employ of the Bureau

should be paid at least as much, grade for grade, as is paid in that office. A comparative statement of the ratings and pay in the Supervising Architect's Office with that asked for in the Bureau of Construction is as follows:

Supervising Architect's office of the Treasury.			Schedule proposed for the Bureau of Construction and Repair.		
No.	Designation.	Salary.	No.	Designation.	Salary.
1	Chief constructor.....	\$2,750.00	1	Naval architect.....	\$2,750.00
7	Chief experts.....	2,500.00	2	Assistant naval architects.....	2,600.00
1	Assistant principal draftsman.....	2,300.00	2	do.....	2,400.00
7	Draftsmen.....	2,200.00	1	Superintendent of model basin.....	2,500.00
3	do.....	2,050.00	4	Ship designers.....	2,300.00
10	do.....	1,850.00	7	do.....	2,150.00
5	do.....	1,800.00	6	Ship draftsmen.....	2,000.00
1	Draftsman.....	1,721.50	9	do.....	1,800.00
24	Draftsmen (8 grades, averaging).....	1,300.00	3	Assistant draftsmen.....	1,500.00
1	Assistant.....	930.00	2	do.....	1,200.00
1	do.....	720.00	2	Copyist draftsmen.....	1,020.00
Total.....		106,171.50	Total.....		76,640.00

Exclusive of minors.

NOTE.—The Supervising Architect has asked for \$40,000 additional for this purpose.

The approximate aggregate cost of the ships authorized by the last session of Congress will be about \$34,000,000, for which designs have been and are being prepared by the designing staff of this Bureau. The ordinary commercial architect's fee for preparing designs of ships without superintendence is 3 per cent of the cost, while the cost of the designs under the schedule of pay asked for will be but twenty-three one-thousandths of 1 per cent. It may be noted that in all the civil departments of the Government the services of skilled technical employees are much more highly paid than in the Navy Department. The Coast Survey pays from \$4,000 a year down and the Patent Office from \$3,000 a year down.

BUREAU OF MEDICINE AND SURGERY.

STATEMENT OF ADMIRAL W. K. VAN REYPEN, CHIEF OF BUREAU OF MEDICINE AND SURGERY.

Mr. HEMENWAY. I see you submit nothing in your estimate except picking up the force as required by the provision in the bill for the fiscal year 1900?

Admiral VAN REYPEN. That is all, with the exception of one messenger.

Mr. HEMENWAY. You ask for an increase of a messenger?

Admiral VAN REYPEN. We have no messenger, and we ask for one assistant messenger; all we have is one laborer.

Mr. HEMENWAY. You said all you care to say in the note?

Admiral VAN REYPEN. Yes, sir.

BUREAU OF YARDS AND DOCKS.

STATEMENT OF REAR-ADMIRAL M. T. ENDICOTT, CHIEF OF BUREAU OF YARDS AND DOCKS.

Mr. HEMENWAY. I notice in your estimates you want a clerk of class 1 in lieu of a clerk of \$900, who is now detailed to your office from the Bureau of Navigation.

Admiral ENDICOTT. Yes; that is a \$900 position. The position appropriated for in the Yards and Docks is now a \$1,000 position.

Mr. HEMENWAY. Does the present clerk perform the duties satisfactorily?

Admiral ENDICOTT. Yes; and he is an expert stenographer, who performs duty far beyond the salary received, and performs a more important duty than clerks who are receiving \$1,400. He is stenographer to the chief of the Bureau, and has charge of the work heretofore performed by a naval officer in charge of furniture and officers' quarters.

Mr. HEMENWAY. That is the only change you desire?

Admiral ENDICOTT. That is the only change on the regular list. There is an addition above of one clerk of class 2. You see there are two clerks of class 2, but one of those is detailed, and under the construction of the Department we include them in the present estimate.

MONDAY, February 5, 1900.

TREASURY DEPARTMENT.

AUDITOR FOR THE WAR DEPARTMENT.

STATEMENT OF MR. F. H. MORRIS, AUDITOR FOR THE WAR DEPARTMENT.

Mr. MORRIS. Mr. Chairman and gentlemen, now in regard to our roll I have come prepared to ask you to reorganize my Bureau. I went into the office, as some of you perhaps know, in August. I have found a condition of affairs there I am satisfied that the Committee on Appropriations do not understand, and I consulted with the Secretary, and he advised me to inform you of exactly what the situation is.

Mr. HEMENWAY. We will be pleased to hear you.

Mr. MORRIS. We have there in our clerical force three schedules—the old force, the temporary force, and you make a special appropriation, and have made it ever since 1886, I think, of \$21,000 for a force of clerks that you provide as roll repairers, and the opinion you have here is that lot of clerks are on this class of work [exhibiting same]. I have brought some samples of what they are supposed to be doing, but the facts are these: The condition of the work has been such that they have not done that work at all, and the clerks on that roll now are 34. The custom has been to divide that into \$660 places, giving approximately 34 a year; \$21,000 should be 31, but I have on the roll about 34. Out of that number only 6 are on this class of work at all. They have all been drawn over and put into regular clerical work. Some of them are stenographers, some of them are clerks working at the same desk with others who are being paid \$1,400—right by their side, doing equally as well—and the majority are young people, perhaps two-thirds. It is a wrong, and it keeps them discontented, as they can not help it.

Mr. HEMENWAY. When was this appropriation first made?

Mr. MORRIS. Either in 1884 or 1886. Now, I find by investigation in looking back that this condition has existed. This is a class—

Mr. HEMENWAY. Let me ask you right there? This is a lump sum of \$21,000?

Mr. MORRIS. Yes.

Mr. HEMENWAY. Those clerks you allow \$660 each?

Mr. MORRIS. That is provided at the option of the Secretary, you understand, to use as he sees fit, and it has been divided in that way.

Mr. HEMENWAY. Now, do these clerks who are paid from this sum come in through the civil service?

Mr. MORRIS. Yes, sir; they are now; originally not.

Mr. HEMENWAY. Are they eligible to promotion?

Mr. MORRIS. Yes, sir; they are eligible for any position in the service to-day. They are all eligible to go into the classified service. This class of work appropriated for is a class of work that should be done, and I am satisfied the system of doing it in this way is all wrong, because you will never be able to hold the people down. This is a sample of the roll they are supposed to take up [illustrating]. That roll can not be used in the search of a clerk of the records of the claims made, for they will destroy it, and that should be preserved. The result is we take that and copy it on a roll of this kind which we call the working roll, and these old files are put away in a case like this and kept as a protection, because there are the autographs on them, and we copy on this sort of form, which is the working form the clerks get to work from. This we could not use in this way, because it would very soon disappear and our records would be gone.

There is a great deal of that, but my judgment is, and I think you would coincide with me if you were familiar with it, that work should be a reserve work that the force could be thrown back on whenever we are out of that work just pressing. You can not make an appropriation of this kind for keeping it up as you are appropriating for it, because we have to draw on them when we are pressed. It is unavoidable. So one point I want to ask you is this: Our roll now is very ragged. It is broken all up in the way it is listed. I have now on my temporary roll 88 clerks. I have on this special roll 34, and on the regular roll 250. That includes laborers and all told. What I want to ask you gentlemen to do is to combine that into the schedule that I have here, if you will, in the interest of the efficiency of the service. It does not increase the number of clerks at all. I do not ask any increase. You will notice my predecessor asked in the annual report for an increase of 25 clerks, but I do not need them.

Mr. PUGH. How many on the temporary roll have you which you think ought to be made permanent?

Mr. MORRIS. That should be made on the permanent roll?

Mr. PUGH. How many of the number you have now on the temporary roll do you think ought to be added to the permanent roll?

Mr. MORRIS. That is a reorganization of this roll.

Mr. PUGH. But do you readjust the temporary roll?

Mr. MORRIS. Not the temporary roll; I simply leave that exactly as it was; I do not change the temporary roll, but I readjust the salaries. These 34 clerks I make it this way—8 of class 1, 9 of class E, 17 of class D.

Mr. PUGH. Would you suggest an examination for these on the temporary roll?

Mr. MORRIS. They have already been examined. They have all gone in under an examination. There is not one of those who has not been examined, every single one of them.

Mr. PUGH. A civil-service examination?

Mr. MORRIS. It is what is called the Treasury examination, but it is under a civil-service examiner.

Mr. PUGH. Would they, by reason of that examination, be eligible for the civil-service list?

Mr. MORRIS. I see no reason why not. Every clerk of the 34 on my list has been examined, and they are all eligible to the civil-service roll anyway.

Mr. HEMENWAY. You say your temporary force provided for two years ago were all examined by the civil-service examiner?

Mr. MORRIS. Yes, sir; Mr. Deland, of the Treasury, examined them and all their papers are on file.

Mr. HEMENWAY. In carrying up this lot of clerks who are appropriated for in the lump sum of \$21,000, what is that increase in salaries?

Mr. MORRIS. It will amount to \$33,900 under my recommendation here.

Mr. HEMENWAY. It makes an increase—

Mr. MORRIS. Thirteen thousand nine hundred dollars in the gross amount, but I fully believe that will be more than earned in justice and in the contentment of the clerks. They are working there right by the side of \$1,200 or \$1,400 clerks. I brought a list here. For instance, Miss Barr, stenographer and typewriter, and Miss Harner have been there ever since 1893, and they are splendid women and clerks and work by the side of \$1,400 clerks, and so all through the list. I could run it down and show these clerks are doing equal work with them, and I can not get along and continue the work I am doing with a reduced force, of course.

For your general information I took the figures. For instance, on the 1st of September there were on hand 62,346 claims in the bounty division which were what we call alive and 82,000 on hand not disposed of. In the claims division—civil claims—there were 22,029; in the Paymaster's division, 773; military division, 8,152. Now, had the original work been continued, which was worked at in August, it would have taken thirteen years for this military division to catch up; the Paymaster's division, five years; the claims, thirteen, and the pay and bounty, forty years, under the shape they were in. I have reduced that to such a ratio at present that they show almost half of it. We are in pretty good shape at present. I have got the figures here and the reports of each division. To show the necessities of the situation, I had two of these divisions take off the accounts of officers in the War Department they handled for the year 1898. In the Paymaster's division there were in 1898 83, and this year 374 they have to handle the accounts of.

Mr. HEMENWAY. Can you go right along with any other comparisons?

Mr. MORRIS. I was just taking this one division. The amount of money handled in the year 1898 was \$2,015,000; this year, \$7,507,000. That is January comparison of work.

Mr. HEMENWAY. You had an increase of force through these temporary clerks—

Mr. MORRIS. Of 88, and that includes laborers and all.

Mr. HEMENWAY (continuing). With which to handle this increase of business?

Mr. MORRIS. Yes, sir.

Mr. HEMENWAY. Is it absolutely necessary to continue that another year?

Mr. MORRIS. I do not think under this showing we ever can reduce again.

Mr. HEMENWAY. You think, then, that it will be impossible for a number of years at least to reduce this number?

Mr. MORRIS. There is no question about that. In the Quartermaster's, Engineer's, and Subsistence departments the number of officers in 1898 was 325, and the officers now are 750, just exactly double. There is a peculiar situation in that the number of accounts we handled in 1898 was 392, and the number of accounts we handled this last month was 1,166.

Mr. HEMENWAY. Now, what is the efficiency of this temporary force as compared with the efficiency of the force you get through the civil service?

Mr. MORRIS. Superior, because it is a younger element and more active.

Mr. HEMENWAY. How are the salaries as compared with the salaries received by the civil-service men, of course leaving out this lump sum?

Mr. MORRIS. About an equality; that is, what you call the temporary force and the regular force.

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Mr. PUGH. How, then, do you discover that there is any discrimination as to the temporary roll?

Mr. MORRIS. I do not believe I just catch your point.

Mr. PUGH. You said that the employees being on the temporary roll, and doing the same work as those on the permanent roll, felt that they were being discriminated against, and it tended to demoralize your service?

Mr. MORRIS. You did not quite catch my point. That is the special appropriation of \$21,000.

Mr. PUGH. And not—

Mr. MORRIS. Not of the temporary force. That only applies to those receiving \$660 a year, which is simply a laborer's pay. They get only \$660, while they are stenographers and competent clerks.

Mr. PUGH. Doing clerical work when they are simply classified as laborers, and they feel that that is an injustice?

Mr. MORRIS. I think there is no justice in it, and they are unhappy; but still, if you were to continue the condition of affairs we would have to do the same thing, because we can not do it in any other way, and we had to use them, and it is one of the best safety valves of the office, so when we get on the other side, a little ahead, so we can take care of these claims, the regular business of the War Department will let us back back into this. We will back back and take up this. It is a good slack place for a certain class, and it gives us a chance; and when, for instance, you make some special legislation this year to take care of the conditions which have arisen—in the war in the Philippines, for instance—they will all have to come banging in on us with their claims, and there will be thousands piled in at once; then for the taking care of this superfluous work I could draw on it again.

Mr. HEMENWAY. Anything further in that line?

Mr. MORRIS. Nothing specially on that matter of appropriations.

Mr. HEMENWAY. Go to the bottom of page 68, "For the temporary employment of clerks and messengers, in the discretion of the Secretary of the Treasury, as may be required in the office of the Auditor of the War Department for the prompt and efficient examination and auditing of the accounts of revenue collected and disbursed by military authorities in the West Indian islands occupied by the United States forces, \$25,000, to be available on and after April 1, 1899: *Provided*, That the Secretary of the Treasury shall, on the first Monday in January, 1900, report to Congress the number of persons employed and the amounts paid to each under this appropriation." Now, I understand that no one was employed under that appropriation?

Mr. MORRIS. We started in but it was stopped and turned over to the War Department. They did the auditing of that insular work of Puerto Rico and Cuba.

Mr. HEMENWAY. What record have they kept, if you know, of money received and as to whether or not the source from which it is received has been kept account of, and whether or not an itemized statement of the receipts have been kept?

Mr. MORRIS. I have no personal information of that at all.

Mr. HEMENWAY. That has been turned over to the War Department?

Mr. MORRIS. Yes, sir.

Mr. HEMENWAY. Who could inform us as to that?

Mr. MORRIS. Mr. Meiklejohn.

Mr. HEMENWAY. You have no knowledge, then, of how these accounts have been audited?

Mr. MORRIS. No, sir. I know nothing about it. They started in, before I went in there, in that office; but it was taken out before I went there, and I know nothing of it.

Mr. HEMENWAY. Do you know whether any appointments have been made under this appropriation?

Mr. MORRIS. I think not. My force is entirely confined to these old appropriations. I would like to have your record show, for your information—I did not give you the amount of money handled by the quartermasters', engineers', and subsistence accounts—in 1898, \$2,426,000; in 1899, \$10,230,000, which shows the increase of work. This is for January only, just one month; I am giving you this last month.

Mr. HEMENWAY. What is the number of inefficient clerks you have in your office?

Mr. MORRIS. I have about 24 or 25 whom I should consider inefficient.

Mr. LIVINGSTON. Where are they inefficient?

Mr. MORRIS. Lack of mental caliber to grasp the situation.

Mr. TAYLOR. What percentage is that?

Mr. MORRIS. I have 357 clerks.

Mr. TAYLOR. That is about 7 per cent?

Mr. LIVINGSTON. Is that mental incapacity growing out of age?

Mr. MORRIS. To a large extent.

Mr. HEMENWAY. Can you furnish us the ages of these clerks who you consider incompetent, and brief reasons why you consider them incompetent, without giving their names?

Mr. MORRIS. I had just as well give you the names. I have got nothing to hide in the matter. I would just as well leave give the names as the ages of them. I have it right in my desk.

Mr. HEMENWAY. Will you give the names and ages of the clerks you consider incompetent?

Mr. LIVINGSTON. And also give their State and politics?

Mr. MORRIS. No, sir; I never know politics in my office.

Mr. LIVINGSTON. They are there all the same.

Mr. MORRIS. Not as far as I am concerned.

Mr. HEMENWAY. Without giving the names, I think we had better leave them out; just give the number and the salaries in each case, and the reasons briefly for their inefficiency.

Mr. MORRIS. Yes, sir; I will send it here to you.

Mr. HEMENWAY. And if you care to go into it, I would like to have you state what you think the effect of the civil service would be.

Mr. MORRIS. I came into the Department a very rank advocate of the civil service because of my old business associations, but I have got to the point where I think it is the damndest humbug we have had to deal with.

Mr. HEMENWAY. I would be very glad to have your views at the time you entered the Department and since.

Mr. MORRIS. At the same time I do not think you could ever do without having civil service in some form, but I do think that the lists as they stand now prove nothing and avail nothing. As an example, a lady I recommended for promotion to \$1,600, one of the most efficient women we had in the Department when I was at the other office—Auditor for the Navy Department—who had been in the service twenty-two years, coming in as a young woman, who is thoroughly equipped in every particular for the best place we had in bookkeeping and accounts, one of the best I had there. I recommended her from a \$1,400 to a \$1,600 position and she could not get it without a civil-service examination, and she went and took it and failed and could not make the \$1,600 place because she could not succeed in the examination.

Mr. HEMENWAY. Yet you knew she was most competent?

Mr. MORRIS. There is no one in the whole department who will question it; not one. While, on the other hand, my boy, who is in the high school, could have gone and taken that examination and passed at 90, and he would not be worth a cent. I would not give him anything for the place, so that the examination proves nothing.

Mr. PUGH. You think the system can be curtailed rather than enlarged to the advantage of the public service?

Mr. MORRIS. I think there is no question that the civil-service methods as applied to the departments to-day are a detriment to the service.

Mr. PUGH. And not practical in their nature?

Mr. MORRIS. That is my point.

Mr. HEMENWAY. If you have no objection to doing it I would be very glad to have you state your experiences briefly from the time you have been in the departments here, and give your opinion what would be the result of continuing this service, that is, specially as to this point: The number of inefficient people who will be left in the service. We will be glad to have you give us that.

Mr. MORRIS. Yes, sir.

Mr. TAYLOR. Have you any suggestions with reference to cutting off lawyers' fees and anything as to that?

Mr. MORRIS. On that point I came prepared to say this: That one of the worst detriments to our service, without any doubt, is the practice that we are compelled to follow in my office and the Auditor for the Navy Department, also, of retaining one-tenth of our settlements for attorneys. It is one of the worst features we have to attend to in the matter of increasing our service.

I gave the number here of 62,346 claims, and 82,000 filed away, making a total of 144,000 claims in that one division from September last. Eighty-two thousand of them I have not touched and can not touch for some time. A claim comes right away the minute you pass the bill, even before you have passed the bill. These attorneys get up their circulars through our list and the Army list, and they mail it to everybody: "If you want your claim settled I will settle it and take the fee when it is settled," etc. They send out a blank which is a drag net: "Sign this and it will cost you nothing." And it is mailed back to them, and after you have passed your appropriation for the soldier, for one and two months last year the attorneys brought bundles stacked high and filed them in our office. Nearly one-half of these cases of the Spanish war are disallowances—one-half of them. They take that course and get them in, and the old civil war cases are even worse.

I had an account made the other day of 300 cases in New York, 300 in Illinois, and 300 in Ohio, of civil war cases, to see how many of those cases came from the claimants themselves and how many were forced in through the attorneys. In the New York cases 274 were filed by powers of attorney, 26 by the claimants themselves; in

the Illinois cases 288 are filed by their attorneys and 12 by the claimants, and in the cases of Ohio 284 by attorneys and 16 by claimants, making a total out of 900 of 846 by attorneys and 54 by the claimants themselves. Now, mind you, my percentage shows this: That 8 out of 10 of the 900 will be disallowances and nothing in them whatever, yet it will take my clerks just as long to hunt those disallowances as the other.

Mr. LIVINGSTON. And if the attorneys had investigated those claims before they were filed they would have known this themselves?

Mr. MORRIS. But they will not investigate. They never see me and they never pay any attention to the clients—never pay any attention to it.

Mr. LIVINGSTON. They simply get a power of attorney and file it, so that if claim is allowed—

Mr. MORRIS. They get 10 per cent. Not only do you cumber me up with a lot of this stuff that there is nothing in, but, mind you, as near as I can get at it—of course I can not get it to the dollar—it costs the Government about \$15 to \$20 for every claim. In other words, you pay more than \$3 out for clerical hire for every dollar we pay the claimants.

Mr. PUGH. What is your remedy, in brief?

Mr. MORRIS. My remedy, in brief, is this: Fix your statutes. Amend 3477 in such a way that we can not pay a single nickel to anybody but the claimant, and let them go to the client for their fees.

Mr. LIVINGSTON. That is right, too.

Mr. HEMENWAY. Will you please draft such an amendment as you think proper?

Mr. MORRIS. Now, I do not know whether I can or not. I tried to hit this matter. You attempted in 1864 to pass a law which would stop that. This action was intended for that, but it does not do it. I sent to the Comptroller for a construction, and said to the Comptroller under that section I believed we were going contrary to the law; but all the Comptrollers have held with the lawyers, and they continue to hold with the lawyers, and there is the decision he sent back to me, and he says that that is the old practice that has been continued for years and he does not think they will stop it. That is the ground he stands on.

Mr. HEMENWAY. This is a copy of the decision?

Mr. MORRIS. Yes.

Mr. HEMENWAY. Is this the only copy you have?

Mr. MORRIS. Yes, sir; but it is printed. It is in the books. Now, let us see a little about what I did in December in the settlement of these old civil-war claims. This is just a section which handles the civil-war matters. I have got here each settlement made, and the amount, and all. There were 140 cases of these settlements in which we paid \$6,480.70. Ten per cent of that goes to the attorney. This would be an average of \$46.30 we paid if it was an average of the whole, but it is nothing more nor less than a gleanings out of the cases after we have cut all the disallowances, and this represents 770 cases we had handled in handling this lot of business. Strike out of those cases all the claims that are in excess of \$50, between \$50 and more, and we paid 39 such cases more than \$50, and on that we paid \$4,636.70 in the 39 cases, leaving 101 cases to take care of \$1,844, an average on the whole of \$3.30 to the claimant, and 10 per cent of that went to the attorneys.

Every single one of those checks has got to be handled by five different departments in the Treasury, and the clerks have to go and prove those signatures. They have got to go through the whole rigmarole. I would not protest if it was any benefit to these claimants you desire to serve, but it is an absolute harm, and I can prove it. I can prove it is a harm to them, coming in the way it does, and not only that, but I have letters on file in my office that have been sent to me. The claims attorneys will go to work and get them to send these powers of attorney, and in three or four months they write, "If you want your case considered you had better see your Congressman," and Mr. Congressman has to go into the consideration of this and work these people up, and they think they have hundreds of dollars coming to them when there is not a nickel.

Your associate, Mr. Landis, is a striking illustration of this whole thing. I talked to him when he was in the office the other day. He came in and said: "My father died some years ago, and some attorney out in Ohio sent my mother a blank and she signed it, and he says there are several hundred dollars my father did not claim." I said: "This is one of your dreams." I sent to get the papers, and it so happened that very fortunately the case had just been disposed of and there was \$6.26 coming to him, and in each case I looked up, as near as I could, it costs about \$40 to get up. He said right off: "If that is not the biggest humbug I ever saw;" and Mr. Landis would never have come in if it had not been for this, and this attorney out in Ohio, Durban, gets 62 cents; and we have to go all through this for 62 cents.

Mr. HEMENWAY. It cost the Government \$40 in order to give this gentleman 62 cents?

Mr. MORRIS. Yes, sir.

Mr. TAYLOR. There would have been no application from Mrs. Landis except on account of the importunities of this attorney?

Mr. MORRIS. As I tell you, it cumbers our department up so much, and you hire men and you hire us to look after that business, and we are ready to attend to these people's business, and we have got the blanks, and all they have to do is to sign the blank, and we will put the case through without any help; it does not avail them a thing.

Mr. HEMENWAY. We would like, if you would do it, for you to draft an amendment that would take these fees out of the provision of that section.

Mr. MORRIS. I would take the whole business out. Why not stop that curse on your Pension Bureau? You would stop more trouble than anything else.

Mr. HEMENWAY. But when we undertake to do that we will lose.

Mr. MORRIS. You can stop that for the Auditor for the Navy Department.

Mr. HEMENWAY. Cover everything but the Pension Office?

Mr. MORRIS. Why not put in your appropriations and say that no part of this shall be paid other than direct to the claimant? Put some clause in there.

Mr. HEMENWAY. You have gone over the matter carefully; you suggest the amendment.

Mr. MORRIS. I would not put it in a position so these people can get more out of the claimant. I would make it a misdemeanor to collect more than 10 per cent of the claim after the claim is paid. Do not lose sight of that. Of course they have the right to do what they want to with their own money.

Mr. HEMENWAY. Will you be kind enough to draft an amendment and send it down, so as to cover your office and all except the Pension Office?

Mr. PUGH. You would protect the claimants in your Department against the professional sharks the same as in the Pension Department?

Mr. MORRIS. Yes.

Mr. TAYLOR. Do you mean to say the Pension Department has been protected?

Mr. PUGH. It is a penal offense to collect more than the amount allowed by law.

Mr. MORRIS. Here is Miller B. Stevens & Co., with agencies at Chicago, Detroit, Cleveland, and all over the country, and we have got thousands of cases on file from them scraped up with these circulars. Let me suggest another thing. We have lots of claims coming in now from the old Mexican war, as well as the civil war. I am fully convinced from my experience there that in every piece of special legislation you make here which you are making in the interest of the soldier who served—the widow or children who are damaged by his service—you want to reach them. You do not care about the children unborn, or the aunts, or nephews, or others. Fasten a statute of limitation on every piece of legislation where you make it special.

Mr. HEMENWAY. That is a very good suggestion.

Mr. MORRIS. That is only a suggestion.

Mr. HEMENWAY. We do not legislate on appropriation bills, though, very much.

Mr. MORRIS. I am simply giving this as an outside point.

Mr. HEMENWAY. Do you apply the card index in your Department?

Mr. MORRIS. Yes, sir.

Proposed schedule of ratings.

1 auditor	\$4, 000
1 deputy auditor	2, 500
1 law clerk	2, 000
6 chiefs of division	12, 000
24 clerks of class 4	43, 200
additional as disbursing clerk	200
59 clerks of class 3	94, 400
74 clerks of class 2	103, 600
92 clerks of class 1	110, 400
29 clerks of class E	29, 000
35 clerks of class D	31, 500
1 skilled laborer	900
1 messenger	840
3 messengers	2, 160
11 laborers	7, 260

MONDAY, February 5, 1900.

INTERIOR DEPARTMENT.

GENERAL LAND OFFICE.

STATEMENT OF MR. BINGER HERMANN, COMMISSIONER OF THE
GENERAL LAND OFFICE.

Mr. HEMENWAY. You ask for 11 chiefs of division in place of 10 you now have—an increase of 1. Will you explain to the committee the necessity for that increase?

Mr. HERMANN. The increase of that additional one is an increase which we have been asking for about four years past. The forest business has become so immense, it is a new service entirely within the last four years, and it is getting to be so great as to the administration of the law concerning the Government forest officials, and rules and regulations for the preservation of the forests of the Government, we having now about 46,000,000 acres in reserve and probably 20,000,000 more suspended awaiting action, and all of that business is now in the secret-service division known as Division P, and we have been very anxious to have a special division made to be known as the "Forest Division," where this particular class of business may be transacted with a special division by itself with a chief. I can then take certain clerks and reorganize them into a new division with this particular chief at the head of it. That, in a few words, explains the necessity.

Mr. HEMENWAY. You think that this is absolutely necessary for the proper conduct of that business?

Mr. HERMANN. Indeed I do. Some have been under the impression that we ought to have a bureau known as the forest bureau, but I do not think that we have arrived at that stage, and a division will be able to do it. I have been able to do it now with one division, with two great subjects before it, the matter of the secret service, which deals with reports as to frauds, etc., in the various portions of the public domain, and I have added to that the administration of forest affairs, and, as I say, it is pressing so forcibly that it requires them a long while before we are able sometimes to reach cases, and I can make a division of about 12 employees and let it be known as the forest division, which will be of very great service to us.

Mr. TAYLOR. Does this forest division refer only to the reservations, or are there any steps being taken toward planting trees?

Mr. HERMANN. Yes, sir; we are taking that step. For instance, down around San Bernardino and San Jacinto and all those reservations from where southern California derives its water supply the forest rangers are instructed as they pass over the range, each in charge of his particular patrol district, that he shall first study up the particular kind of tree and growth that is necessary, to ascertain in the first place what the original growth was and then, if possible, perpetuate that and plant the seed. They take a long iron spike and as he rides along on his pony with the spike he digs a hole and drops the seed in here and there.

Mr. PUGH. How do you handle this particular class of work for which you want an additional employee at the present time?

Mr. HERMANN. In the first place, the United States is divided into a certain number of superintendents' districts; say, for instance, Oregon one, Washington one, each with a superintendent. Oregon has in round numbers about 5,000,000 acres; Washington has about 8,000,000 under reserve. Then we take Washington and we will divide that, say, into three supervisors' districts. There are about three large reservations inside of Washington, and we put a supervisor in charge of each district. Under that we will divide that district into patrol districts according to the topographical features of the country. On a mesa character of land the range will be about 20 miles.

In getting \$60 a month the rangers are required to have a horse, and he then patrols all over that, watching campers and hunters and those who may be there for pleasure or otherwise to see that camp fires are properly extinguished and also to watch and guard against depredations of timber. When they are more at leisure they are provided with axes, etc., to help cut out trails, to as to open up a direct route between themselves and their neighboring patrolmen. Those are the main duties of the forest rangers, and perhaps a supervisor may have 10 rangers under him. Those rangers will all make their daily report to the supervisor and the supervisor to the superintendent and the superintendent to the General Land Office, so any day we know where the ranger has been and how many miles he has traveled. We know what he has been doing on that day, and if he discovers a camp fire that has been doing any damage we will know where that camp fire has been and what he has done toward extinguishing it. If he makes any complaint against persons who have failed to extinguish fires, we will know who that person is and the circumstances under which the neglect occurred.

Mr. PUGH. If you are given an additional chief of division, do you intend to establish a separate and distinct subdivision in your Bureau?

Mr. HERMANN. A separate and distinct division; yes, sir.

Mr. TAYLOR. What will be the additional expense?

Mr. HERMANN. Just the charge of the chief himself. I will go to the other divisions and take up clerks here and there and mass them into one division. There are 350 rangers, and each man's account has to be considered by us. There are 11 superintendents, and all their accounts that must be considered. And there are now about 35 supervisors with all their accounts which must be considered. Not only their accounts but as to the performance of their duties and their statement as to where they have been. Some rangers may not be on duty, but they will put their accounts in, when we have to get after them to see what the man has been doing, and if it is contrary to what the report shows and they were not in service at that time—

Mr. TAYLOR. What is the condition of the clerical work in your Bureau now?

Mr. HERMANN. We are hard worked.

Mr. TAYLOR. How near are you up with your work?

Mr. HERMANN. In patents we are about up with that work. We were formerly two years behind, but now we are nearly even. Our work is getting behind, though, largely on account of this; there has got to be a large amount of dead wood—blind and deaf people—in the office, octogenarians moving around who are not earning their salt.

Mr. TAYLOR. What would be the remedy you would suggest for that?

Mr. HERMANN. I would suggest that the Secretary of the Interior make an examination of the efficiency of the clerical force under him, and he shall be arbitrarily directed to dismiss any person who is reported to be inefficient.

Mr. TAYLOR. What number of the employees of your Bureau could you safely say belong to the class you have just mentioned?

Mr. HERMANN. I should say I could dispose of 40 out of 400.

Mr. HEMENWAY. Ten per cent?

Mr. HERMANN. Yes, sir.

Mr. HEMENWAY. Could you draft such a provision as you suggest and send it here?

Mr. HEMENWAY. Yes, sir; I will be glad to do that, I assure you.

Mr. TAYLOR. You mean in the line of efficiency you could dispense with 40?

Mr. HERMANN. Through old age, physical defects, eyesight, etc. The difficulty now, of course, is the tremendous pressure. You say you are going to turn out an old woman who has been there a long time, and they will say, "You are not going to turn that old woman out; she has been in the Department for thirty-three years." Our answer must be, "If she does not go then you will have to put up with deferred work." More work will be necessarily deferred in point of time. Of course, we are charged now with so many hundred clerks, and it is expected that every clerk is doing his or her duty, whereas in reality they are not all, as a matter of fact, coming up to that expectation.

Mr. HEMENWAY. You do not object to a public poorhouse, but object to making that place one?

Mr. HERMANN. It has got to be charitable work very largely.

Mr. HEMENWAY. I wish you would give us the number of clerks who are inefficient, their ages, and the reason why they are inefficient, without giving the names, and also the salaries they receive.

Mr. HERMANN. I think I can do that. It is a very good suggestion, too.

Mr. HEMENWAY. And if you will draft such a provision as you suggest as a remedy?

Mr. HERMANN. Yes, sir.

Mr. HEMENWAY. You state the rangers report every day to the supervisor?

Mr. HERMANN. That is, they make a report; they report perhaps at the end of the week, but the report is day by day. They keep an account of each day's service, where they have been and what they are doing, and at the end of the week they make the report to the supervisor.

Mr. HEMENWAY. How do they get it to the supervisor?

Mr. BINGHAM. By mail or whatever way they may have; some are very far separated from the post-offices and it is an inconvenience to get the report in promptly.

Mr. HEMENWAY. I had some experience out through Washington this year. Some of the fellows were very far separated from the supervisor and everybody else and there was absolutely no way of telling whether they were doing their duty or not except by their own statements.

Mr. HERMANN. We overlook that. We overlook any want of punctuality as we realize the difficulties of the country and the difficulties of communicating by mail, but in a few days after the close of the month the supervisor in charge of the work makes an accurate report of where they have been and what they have been doing in the month. And on that point the supervisor requires every ranger to make it

known where he has been, and if there are any number of days, for instance, he will say—I had a number of cases of that kind—"Rain, not on service to-day;" "Rain, not on service to-day;" "Rain, not on service to-day," we have suspended his account to know whether that rain was of such a character as absolutely to prevent him performing service.

Mr. HEMENWAY. Now the complaint is made that these rangers make no effort to put out fire. They say it is not a part of their duty to prevent fires other than seeing fires built by campers and hunters are put out. Say a forest is on fire. Complaint is made they make no effort to extinguish the fire. If they had authority to employ three or four people to go and aid them, in many instances fires might be prevented, and that they are not prevented now. What do you think of a proposition to aid there the authority of right to employ?

Mr. HERMANN. I will answer that by saying, in the first place, I never heard of this charge before and I think I am in communication with everybody who has any interest in the matter in the forest reservations; secondly, they have authority already, and, thirdly, it is only—

Mr. HEMENWAY. They have authority to employ people in extinguishing fires?

Mr. HERMANN. Yes, and perhaps several thousand dollars—of course our fund is small—but several thousand dollars has been expended in aiding the forest rangers in California. One fire near Pasadena cost about \$8,000 to get thirty or forty men from the surrounding cities to come to their aid there. Secondly, it is one of their first duties, the extinguishing of a fire, the failure to do which is sufficient charge for their immediate dismissal from the service. On the contrary, I can inform you how many fires occurred in the United States by hunters, how many fires occurred through picnic and pleasure parties, through persons who were camping and traveling through the country, going over the forest reservations, the cause of each fire, the manner of its commencement, by whom set, and the character of the neglect shown; all that is specifically set forth in the report; so I can give the aggregate number of fires in the United States in all the forest reservations, the day those fires occurred and by whom, and through what cause they occurred.

Mr. HEMENWAY. That is all contained in your report?

Mr. HERMANN. That is all in our report.

Mr. HEMENWAY. I wish you would mark that item, and send a copy of the report to me.

Mr. HERMANN. Yes.

Mr. HEMENWAY. I might have occasion to use it.

Mr. HERMANN. We also show the amount we have saved, which is something like \$20,000,000 on the forest reserves, saved by the timely extinguishment of fires. It is wonderful work, and in all the States where these forest reserves are we receive exceedingly complimentary notices through the press and otherwise of the efficiency of this forest force.

Mr. HEMENWAY. Your next item is, "For librarian for the law library of the General Land Office, \$1,200: *Provided*, That said librarian shall be selected by the Secretary of the Interior purely with reference to his special fitness for such work." Will you please explain the necessity for this librarian?

Mr. HERMANN. We are now having a large accumulation of books belonging to the General Land Office, especially valuable law books. That is a judicial forum to a certain extent. Some of the most important questions are passed upon by the Commissioner, either originating here or from the 126 local land offices throughout the United States, and every day there are a vast number of important legal propositions coming, and consequently every standard text-book we must have referring to the law together with the general reports, and this has finally resulted in the gathering of a large library there.

That library is constantly called upon by some office or other, by sending a messenger for some copy of a book referring to some question involved in a matter which is being considered by the clerks of the different divisions, and we have detailed one of the force as a librarian now, and he is in constant demand crediting books, keeping a record of them, by whom received and when returned, and seeing as to the condition of their return, how they are kept, until finally the functions of that detailed clerk are such that appertain now absolutely to the preservation of the library, and it requires a person of intelligence, who understands the different reports, together with the text-books, and who can refer to them readily, as you can imagine.

Mr. HEMENWAY. I want you to give the special reasons why this librarian should be selected by the Secretary of the Interior, and not taken in the ordinary way through the civil service.

Mr. TAYLOR. May I ask a question there first? Can you state about the number of volumes you have in the library and its probable value?

Mr. HERMANN. Well, I may fail, perhaps, in coming sufficiently near to it by trusting to my memory, and I should prefer to give that after a little consultation with the one who has charge of the books.

Mr. TAYLOR. I wanted to know the number of books and the value of the books preceding this question—do you think you can obtain the services of a proper librarian for \$1,200, so that library itself can be utilized properly?

Mr. HERMANN. In answer to that I will state, the librarian of that particular work, and I am specially candid when I make this explanation—it is not necessary that he should have the higher qualifications of a librarian of a library of miscellaneous books, such as the national Congressional Library here or many of the great libraries in the large cities, because these books are invariably law books and it ought not to require a librarian any great length of time to make himself familiar with the various text-books used in the ordinary library, such as are in request through the Land Department, so I would take \$1,200 to be a sufficient compensation for such a person.

Mr. HEMENWAY. Now, if you will explain the particular reason why this laborer should be selected by the Secretary of the Interior and not taken in the ordinary way through the civil service.

Mr. HERMANN. My answer to that would be in an ordinary way. Through the civil service the clerks are usually examined with reference to their fitness upon certain particular subjects, which have been considered by the Civil Service Commission as to their respective duties in the various departmental divisions about the Interior Department. They are not interrogated. I do not recall an instance, in regard to the line of text-books which are used in an ordinary law library or in the leading libraries, so that I do not know that the civil service is competent, so far as their present arrangements are concerned, to pass upon the qualifications of a librarian for the General Land Office, and for that reason I suggested there that the honorable Secretary should be permitted to select, and he would be better able to go out and select some one—some young lawyer, for instance—who would be better than an old one, because he is fresh from the reading of text-books, and he can select anyone he desires; whereas it might be difficult through the civil service to secure a person through their present methods. Of course they can provide for an examination very quickly, but I am speaking of the machinery as at the present moment.

Mr. HEMENWAY. You think for this particular work a much more efficient man can be secured if the Secretary of the Interior is allowed to select?

Mr. HERMANN. I am candid in saying I think so.

Mr. LIVINGSTON. There are technical examinations through the civil service for librarians?

Mr. HERMANN. I know of none. I just suggested that the Secretary be permitted to select some young lawyer or some one conversant with books. The old gentleman we have there now was an editor of a newspaper for forty years and is something of a lawyer, too—that is to say, so far as his acquaintance with text-books and reputation of law writers, etc., is concerned, and he answers every purpose; but I deem it not difficult for the Secretary to select some person if he does not select this person who has been there and has been very satisfactory to us thus far; he can very readily select one, whereas, I know of no machinery through the civil service that at the present moment is adapted to this particular work.

Mr. PUGH. He is doing this work by detail now from another division?

Mr. HERMANN. Yes, sir.

Mr. PUGH. You need him in the division from which he is detailed?

Mr. HERMANN. Not necessarily; no, sir. He is not under civil service.

Mr. HEMENWAY. How does that happen?

Mr. HERMANN. I selected him under the head of a laborer and detailed him from the position of a laborer to take charge of these books. He is a fine writer and ought to have \$2,000 rather than \$600, which he is now getting. He is willing to do that, and makes a satisfactory librarian, more so than a laborer, as he is getting along in years.

UNITED STATES MAPS.

Mr. HEMENWAY. You ask for the same sum for maps. I wish you would state about those maps—how they are divided between the House and the Senate?

Mr. HERMANN. I think my report there will show that. There will be about forty-two maps for each Representative.

Mr. HEMENWAY. How many for each Senator?

Mr. HERMANN. You can see the proportion. There is no document so much in demand as these maps.

Mr. HEMENWAY. Under your recent contract, what do you pay for these maps?

Mr. HERMANN. I think we paid about 28 cents a map. I had better give you the data so as to be accurate about it, because we made an especially good bargain this year on maps. I wish you could insert a clause here allowing the Land Office 1,000 maps.

Mr. HEMENWAY. The next item is House Document No. 218, where you ask for \$500 for the payment of revenue stamps, notarial, and recording fees for reconveyances to the United States. Please explain the necessity for that appropriation.

Mr. HERMANN. There are a great many of these documents which require to be stamped under the revenue regulations, and the cost must be incurred by the Government, and not having the appropriation we are left without a remedy.

Mr. TAYLOR. I do not understand why the Government should stamp its own paper?

Mr. HERMANN. A great many of these documents must be stamped, although they pertain directly to governmental business, such as a reconveyance of a deed.

Mr. TAYLOR. That ought to be paid by the grantor.

Mr. HERMANN. Where a mistake has been made by the Department or a patent erroneously issued—say a patent has been erroneously issued—we call upon the person to at once return the patent to have a correct patent issued to him, and he reconveys it to the Government so the record shows it is reconveyed back to the Government so there will be no further cloud upon it; and as it is our fault, we take the position that he ought not to be charged with that; and there are instances of that.

Mr. LIVINGSTON. This is not in the bill?

Mr. HERMANN. No.

Mr. PUGH. So it will require \$500 to cover these special cases?

Mr. HERMANN. I think about that, or perhaps \$400 might do it.

Mr. HERMENWAY. How has that been taken care of in the past?

Mr. HERMANN. We have been having a small amount. I think we got it from some contingent fund. At the present time I thought, as a matter of safety, I had better have it now, as it is increasing very rapidly; these conveyances are being made and mistakes are being made, and it is necessary to have a reconveyance made to the Government in order that a correct patent may be issued, and the recording fees must be paid, so the party who is not at fault by the erroneous description in his patent is called upon for the return of the patent, in order that a new corrected patent may be issued, and at the same time we demand a reconveyance to the Government, removing any cloud there might be on a particular piece of land which was incorrectly placed in the patent, and he answers back that it was not his fault, and therefore he does not think it is incumbent upon him to pay that particular recording fee, or place the revenue stamp upon the deed of reconveyance.

Mr. HERMENWAY. On page 193 you will notice in the contingent fund for contingent expenses, Office of the Secretary of the Interior, etc., this wording, "and other absolutely necessary expenses." Does not that include everything?

Mr. HERMANN. It is under that, I understand, we have been asking the Secretary to furnish us with this fund for the expenses thus far.

Mr. HERMENWAY. You can continue to get the money in that manner?

Mr. HERMANN. It was thought that this was a fund that ought more properly to be placed to the credit of the General Land Office, inasmuch as the expenses were very direct, so a small amount of money might be placed at the disposal of the General Land Office, so as to avoid any necessity of calling upon the contingent fund of the Secretary.

Mr. LIVINGSTON. Will that lessen the bookkeepers' complications if you handle it directly?

Mr. HERMANN. The librarian has charge of this particular matter—that is, the question of stamps.

Mr. LIVINGSTON. Suppose we strike out the "absolutely necessary expenses" and leave the other, "fuel, lights, etc.," would that answer?

Mr. HERMANN. I would not venture to express an opinion in regard to that. There are so many expenses under the Secretary's Department that I would not be familiar with, and it might very seriously impair the efficiency of the general Department if you strike that out.

OFFICES OF SURVEYORS-GENERAL.

Mr. HERMENWAY. I notice you have very full and complete notes on each of these items in regard to surveyors general offices. Is there anything you want to add to what you have said in these notes?

Mr. HERMANN. I do not think there is a single item I could add by way of explanation that would make these notes any clearer than they are at the present moment. They are matters which come to you in regular course.

Mr. LIVINGSTON. What have you to say about the temporary force we gave you the last time; are you keeping it?

Mr. HERMANN. Yes, sir; they are still at work, and the appropriation will soon be exhausted. In the urgent deficiency bill we have asked for an increased amount to carry them through for about four or five months of the year.

Mr. LIVINGSTON. That makes up to June 30; what are you going to do next year; do you want them?

Mr. HERMANN. That is the question, whether we will require them after that; I think we can perhaps get through the work by that time.

Mr. HEMENWAY. You think it will not be necessary to continue the appropriation for the temporary force?

Mr. HERMANN. Not after that length of time; that is my judgment at the present moment.

Mr. LIVINGSTON. If you find you need them you can get them in some other bill?

Mr. HERMANN. Yes, sir; they are doing very good work and some very necessary work.

SUPERINTENDENT OF INDIAN SCHOOLS.

STATEMENT OF MISS ESTELLE REEL, SUPERINTENDENT OF INDIAN SCHOOLS.

Mr. HEMENWAY. In your office now you have a stenographer at \$1,000?

Miss REEL. Yes, sir.

Mr. HEMENWAY. You also have a clerk, I believe, at \$1,000?

Miss REEL. Yes.

Mr. HEMENWAY. That was carried in the Indian bill?

Miss REEL. Yes, sir.

Mr. HEMENWAY. That clerk is absolutely necessary for the conduct of your office?

Miss REEL. Yes, sir; I do not see how we could hardly live without it.

Mr. LIVINGSTON. Have you been in the habit of having that stenographer?

Miss REEL. Yes, sir. Might I ask the committee if another year I might be allowed a chief clerk, as the business is growing so? The Commissioner suggested that I ask for an additional clerk.

Mr. HEMENWAY. The estimate would have to come down in the regular form, through the Secretary of the Treasury.

Miss REEL. It would not be possible to ask for one this year? I presumed on account of the war you will be very hard up, so I have asked for as little as possible.

Mr. HEMENWAY. We would like for you to get along without a chief clerk, if possible, for another year.

Miss REEL. I will try it for another year.

PENSION OFFICE.

STATEMENT OF MR. H. CLAY EVANS, COMMISSIONER OF PENSIONS.

Mr. HEMENWAY. I see you ask for no addition to your force?

Mr. EVANS. No addition.

Mr. HEMENWAY. And the question is now, Can you reduce the force?

Mr. EVANS. No, sir.

Mr. HEMENWAY. How many incompetent people have you still left in the Pension Office?

Mr. EVANS. Well, there are a good many, but I could not say how many. There are a good many people who are not so competent as they were twenty-five or thirty years ago on account of age and infirmities of age, but they are people I could not turn out. I tried to do so some two years ago and I had trouble, and I could not afford to ask any reduction.

Mr. HEMENWAY. How many of that class of clerks have you?

Mr. EVANS. Well, I do not know how many, but we have a good many people who are getting aged.

Mr. HEMENWAY. Give us an estimate of the number of inefficient clerks you have in the office by reason of old age or infirmities of any kind or description.

Mr. EVANS. Well, there may be, taking all conditions of age and otherwise, from 5 to 7 per cent of the total.

Mr. HEMENWAY. What effect has their inefficiency upon the business of the office?

Mr. EVANS. Well, that is a hard thing to come at again. Of course, with a clerk who is not competent to do work you have to have people always to go over it. I have sometimes had people who have got their minds possibly befogged a little, and we have to be careful of their work, and there are others who may be efficient in some kinds of work. My force, as a total, is about upon these lines. We have 560 soldiers—ex-Union soldiers. Of course, a number of those are getting aged. I could not think of dropping any of them, because of their services to their country, and it would not be right to drop them.

Mr. HEMENWAY. How many soldiers' widows?

Mr. EVANS. I think there are about 35 soldiers' widows drawing pensions, and there are some who are not drawing pensions. I know them in that way.

Mr. HEMENWAY. How many soldiers' children?

Mr. EVANS. That I do not know, but there are a good many of those. I think I have about 438 lady clerks.

Mr. HEMENWAY. Could you furnish us a statement showing the number of soldiers and their ages employed in the Pension Office, and the number of soldiers' widows and their ages, and the number of soldiers' children?

Mr. EVANS. The first two I can furnish you from the records. The other I will have to make inquiry.

Mr. HEMENWAY. The records do not show this?

Mr. EVANS. No, sir.

Mr. HEMENWAY. Well, furnish us the first two.

Mr. EVANS. I will furnish you with the soldiers and widows of soldiers, but as to the soldiers' children I do not know how to get at that.

Mr. HEMENWAY. Can you tell us the soldiers employed there, the duties they do, whether examiners, or members of the board of review, or members of the medical board, or what not; you would be able to do that?

Mr. EVANS. Yes, sir.

Mr. LIVINGSTON. And another thing, we want their efficiency as you have got them marked; give their ages and efficiency.

Mr. EVANS. A man might be efficient in one line and deficient in another.

Mr. LIVINGSTON. Well, the efficiency where they are, the question of efficiency as marked in the office?

Mr. EVANS. Yes, sir. You will see, Mr. Chairman, I estimate for law library \$500, and I estimate for medical and surgical books for library for medical division \$300. The honorable Secretary has kindly put that in the estimate. I wish you would make that to be expended under the direction of the Commissioner of Pensions, and I want to say to you here it is all right and with that appropriation I can get just what is wanted. I found two years ago, when I tried to get \$120 for medical works for that bureau, that the Pension Bureau had only had \$130 worth at the list prices for ten years, and my men have to go out and borrow books from libraries, medical works, etc.

Mr. HEMENWAY. You think they need some medical books so as to educate themselves?

Mr. EVANS. I think you can afford to give us those two items to the Bureau, law library, and medical library, up-to-date standard works. You know medical science is changing; there are new conditions, or at least new theories, each year.

Mr. HEMENWAY. I think you have got so many theories there now that you hardly ever arrive at the facts in your medical board.

Mr. EVANS. Folks laugh at us about not pensioning. You are paying in round numbers \$140,000,000, so somebody is getting a pension. It may be in an isolated case we make errors. I notice that Congressmen have never called our attention to any we have made against the Government. We make mistakes; we are all human.

Mr. LIVINGSTON. Out of these reductions here of 169 and 110 how many are back in there?

Mr. EVANS. I do not know of the 169, Mr. Livingston, but under the new rules those men are liable at any time, or eligible at any time, to be reinstated where a man has been reduced by reason of reduction of the force.

Mr. HEMENWAY. One hundred and sixty-nine places went out; that is, the number of clerks provided for the Pension Office was decreased to the extent of 165 in 1895 and 110 in 1898, and you say here:

"The following increase was made to take effect on the above date, an increase of 15."

Mr. EVANS. The 15 were laborers.

Mr. HEMENWAY. How many of these 169 were replaced?

Mr. EVANS. There have been a good many from time to time.

Mr. HEMENWAY. But they were replaced because somebody else went out?

Mr. EVANS. Certainly. You reduced the appropriation and reduced so many places.

Mr. HEMENWAY. There were 169 places went out of the bill not appropriated for?

Mr. TAYLOR. How many of these 169 places have been reestablished and filled?

Mr. EVANS. None of the places have been reestablished. As vacancies came along there may have been reinstatements from these reduced number of places.

Mr. TAYLOR. Not of the 169, but put in other places?

Mr. EVANS. Of that 169, under the present order, where an employee has been dropped by reason of reduction in force it makes them eligible to reinstatement.

Mr. TAYLOR. Those who have been discharged are eligible to reinstatement, but there are 169 places which have been dropped and those places have never been reestablished?

Mr. EVANS. No.

Mr. TAYLOR. And none of these 110 have been reestablished?

Mr. EVANS. No, sir.

Mr. TAYLOR. I understand.

Mr. EVANS. Those parties were discharged in compliance with the reduction of the force, and then afterwards as people die or resign some have been reinstated.

Mr. TAYLOR. Some of these as individuals?

Mr. EVANS. Yes.

Mr. LIVINGSTON. Can we make another reduction of 100 places now?

Mr. EVANS. You can not.

Mr. LIVINGSTON. What number can we recommend?

Mr. EVANS. You can not recommend any. You see there were great complaints throughout the country about the reduction, as they thought the business was suffering.

Mr. LIVINGSTON. There is no reduction we can make?

Mr. EVANS. No, sir. Mr. Chairman, I would like for you to make these items about the books, for if you do not I will have to fight with nothing.

Mr. HEMENWAY. In giving this information you will be kind enough to give the provision you would like to have go here in the event we allow these items.

Mr. EVANS. Yes.

TUESDAY, February 6, 1900.

WAR DEPARTMENT.

AUDITING METHODS IN CUBA, AND FOR INSULAR AFFAIRS.

STATEMENT OF HON. G. D. MEIKLEJOHN, ASSISTANT SECRETARY OF WAR.

Mr. HEMENWAY. I notice at the foot of page 68 an item:

"For the temporary employment of additional clerks and messengers, in the discretion of the Secretary of the Treasury, that may be required in the office of the Auditor for the War Department, for the prompt and efficient examination and auditing of the accounts of revenue collected and disbursed by the military authorities in the West India Islands, and occupied by the United States forces, \$25,000, to be available from and after April 1, 1899: *Provided*, That the Secretary of the Treasury shall on the first Monday in January, 1900, report to Congress the number of persons employed and amounts paid to each under this appropriation."

I will ask you if there has been anyone employed under that appropriation?

Mr. MEIKLEJOHN. This appropriation was made for the Secretary of the Treasury shortly after the ratification of the treaty of peace, and a conference was held between the Secretary of the Treasury, a representative of the Post-Office Department, and the Assistant Secretary of the War Department, and at that conference the conclusion was reached, in view of the relation of Cuba to the United States and the relation of the other possessions the sovereignty of which had been conceded by Spain to the United States, that it would be best to have the accounting of all funds in these possessions, their expenditure and auditing, independent and autonomous.

The Secretary of the Treasury and the Postmaster-General concurred in that view and the auditing of all accounts in Cuba, Puerto Rico, and the Philippine Archipelago has been made by the War Department and all expenses connected with the receipts, expenditures, and auditing have been paid from the revenues of the respective possessions, and after this conclusion was reached by the Departments of this Government upon the request of the War Department the President of the United States issued Executive orders, copies of which I will favor the committee with, providing for an auditor in the islands and a treasurer and an assistant auditor designated as auditor of customs and an assistant auditor designated as auditor of postal affairs. Under these Executive orders in the respective possessions these officers were appointed May 11, 1899, since which time all auditing has been done in the possessions by these officials and paid for from the insular funds of the islands.

Mr. HEMENWAY. Just leave copies of those with the stenographer and we will have them put in the hearing.

PROMULGATING ORDER.

WAR DEPARTMENT, *Washington, May 11, 1899.*

The following order of the President is published for the information and guidance of all concerned:

EXECUTIVE MANSION,
Washington, May 8, 1899.

By virtue of the authority vested in me as the Commander in Chief of the Army and Navy of the United States, I hereby order and direct that during the maintenance

of the military government by the United States in the island of Cuba and all islands in the West Indies west of the seventy-fourth degree, west longitude, evacuated by Spain, there are hereby created and shall be maintained the offices of auditor of the islands; one assistant auditor for auditing the accounts of the department of customs, and one assistant auditor for auditing the accounts of the department of post-offices, who shall be appointed by the Secretary of War, and whose duties shall be to audit all accounts of the islands.

There is hereby created and shall be maintained the office of treasurer of the islands, which shall be filled by the appointment thereto of an officer of the Regular Army of the United States. The treasurer of the islands shall receive and keep all moneys arising from the revenues of the islands, and shall disburse or transfer the same only upon warrants issued by the auditor of the islands and countersigned by the governor-general.

All rules and instructions necessary to carry into effect the provisions of Executive orders relating to said islands shall be issued by the Secretary of War.

WILLIAM MCKINLEY.

The above order and the following rules and regulations will be duly proclaimed and enforced in the island of Cuba and all islands in the West Indies west of the seventy-fourth degree, west longitude, evacuated by Spain, as therein provided, and all regulations and orders heretofore issued inconsistent therewith are hereby repealed.

G. D. MEIKLEJOHN,
Assistant Secretary of War.

The above order was duplicated in regard to Puerto Rico and the Phillipines.

Rules and instructions to carry into effect the Executive orders relating to the military government by the United States in the island of Cuba and all islands in the West Indies west of the seventy-fourth degree, west longitude, evacuated by Spain, during the maintenance of such military government.

STATION OF OFFICERS.

The governor-general of the said islands shall be stationed in the city of Habana, and the officers provided for in Executive order of May 8, 1899, shall be stationed at and have their offices in said city.

THE AUDITOR AND ASSISTANT AUDITORS OF THE ISLANDS.

The auditor and the two assistant auditors of the islands, appointed under Executive order of May 8, 1899, shall examine and settle all accounts pertaining to the revenues and receipts derived from the islands and expenditures paid therefrom, and certify the balances thereon.

The assistant auditors shall be subject to the direction and general supervision of the auditor, and the balances of accounts examined and certified by them shall be subject to the approval of the auditor, and when so approved shall be as final and conclusive as if examined and certified by the auditor.

All accounts pertaining to the department of customs shall be assigned to one of the assistant auditors, and all accounts relating to the department of post-offices shall be assigned to the other assistant auditor.

The auditor shall issue and personally sign all warrants for the payment of moneys by the treasurer, which warrants shall be transmitted to the governor-general to be countersigned by him. No warrant shall be drawn for the advance of moneys except upon requisition therefor made by the proper officer, approved by the governor-general, and allowed by the auditor; and no warrant shall be issued for the payment of the balance found due on any account except upon the certificate of the auditor or the certificate of one of the assistant auditors, approved by the auditor, upon the settlement of such accounts.

Warrants may be issued for the necessary transfer of funds from one fund to another, on the books of the treasurer and auditor, upon the approval and request of the governor-general, upon proper showing made to him, where the funds on the treasurer's books to the credit of any particular fund are not sufficient to pay the necessary expenses on that particular account. Such transfer warrants shall be issued by the auditor and countersigned by the governor-general.

Warrants drawn for making advances of money from funds in the treasurer's hands shall be denominated "accountable warrants," and shall be numbered consecutively, a separate series being preserved.

Warrants drawn for the payment of balances due on accounts settled and certified by the auditor shall be denominated "settlement warrants," and shall be numbered consecutively in a separate series.

And warrants drawn for the transfer of moneys from one fund to another shall be denominated "transfer warrants," and shall be numbered consecutively in a separate series.

The title or name of the fund or head of account from which each warrant is payable must be stated thereon, and the official seal of the auditor impressed thereon.

All receipts issued by the treasurer for moneys paid to him shall be in duplicate and shall be countersigned by the auditor, unless some error therein shall be found, in which case they shall be returned to the treasurer for correction. When so countersigned one receipt in every case shall be retained in the office of the auditor, and the other shall be delivered or transmitted by the auditor to the person by whom the payment was made.

The receipts retained by the auditor will constitute the necessary check and voucher, in his examination and settlement of the treasurer's account of receipts and expenditures, as the authority for charging the treasurer with moneys received; and after the settlement of the accounts to which they pertain such receipts will be filed therewith in the office of the auditor.

And the warrants paid by the treasurer, accompanied with the proper evidence of payment, shall constitute the vouchers on which the treasurer shall receive credit for payments made by him, and after the settlement of his accounts by the auditor such warrants shall be filed therewith.

The certificates on the settlement of accounts made by the auditor and by the assistant auditors shall be numbered consecutively and filed with the respective accounts and vouchers in the office of the auditor, who shall preserve the same.

The auditor shall prescribe the forms for keeping and rendering all accounts subject to his examination and settlement, which forms shall conform substantially with those used by officers rendering accounts to the Treasury Department of the United States, and issue all necessary instructions to the officers and agents rendering such accounts.

And in case any officer or agent whose duty it is to collect and receive moneys arising from the revenues of the islands of whatever kind, and to make disbursements of such moneys for any purpose, shall fail to render true and correct accounts of such receipts and disbursements to the auditor, or to transmit the same within twenty days after the expiration of the month to which they pertain, or shall neglect to render the same when requested so to do, it shall be the duty of the auditor forthwith to report such case to the governor-general for proper action.

There shall be in the office of the auditor a division of bookkeeping, in which shall be kept proper books of entry and ledgers for recording the general accounts of receipts and expenditures pertaining to the revenues of the islands, and the personal accounts of the agents and officers authorized to collect the same and to disburse moneys advanced by the treasurer upon warrants, as herein provided, and of all other accounts or claims allowed and certified by the auditor.

ACCOUNTS OF GENERAL RECEIPTS AND EXPENDITURES.

The receipts issued by the treasurer for moneys paid to him, after being countersigned by the auditor, shall be credited, in the proper ledgers of general receipts and expenditures, to the appropriate funds arising from revenue accounts, namely, customs receipts, postal receipts, internal-revenue receipts, and miscellaneous receipts; and in making such credit entries from the treasurer's receipts the number and date of the receipt and the name of the person by whom the payment was made shall be noted.

All warrants drawn by the auditor, after being countersigned by the governor-general, shall be charged in the ledgers of general receipts and expenditures to the appropriate funds or heads of account from which the same are payable, and in making such debit entries the number and date of the warrant and the person to whom paid shall be noted.

PERSONAL LEDGER ACCOUNTS.

In the ledgers for personal accounts all advances of moneys made upon requisitions and warrants to officers and agents authorized to disburse the same shall be charged to such officers, respectively, under the appropriate funds or heads of account at the time of issuing the warrants for such advances of money, the numbers and dates of the respective warrants being noted in making such debit entries; and for the disbursements made by such officers or agents, which may be allowed by the auditor or by the assistant auditors, in the settlement of the monthly accounts of such disbursements, proper credits shall be entered to the respective personal accounts from the certificates of the settlements made by the auditor and assistant auditors, the number and dates of the respective certificates being noted in making the credit entries.

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And in like manner the certificates of settlement of individual accounts of all kinds made by the auditor and by the assistant auditors shall be entered in the ledgers of personal accounts to the proper individual account, under the appropriate fund or head, the number and date of the auditor's certificate being noted; and all warrants issued upon certificates of settlement of accounts made by the auditor shall be charged to the proper individual account, under the appropriate head, in the ledgers of personal accounts, the number and date of the warrant being noted.

In making the settlement of each account, and before certifying the same, the auditor and assistant auditors shall require a statement or certificate from the division of bookkeeping in his office, setting forth the last certified balance on the particular account, and the debits or credits since entered thereon, in the personal ledgers, which statement or certificate shall be used as the basis of the auditor's settlement of the account before him.

DISBURSING ACCOUNTS.

Accounts of disbursement shall be rendered monthly and transmitted to the auditor within twenty days after the expiration of the month to which they pertain, by the officers and agents authorized to make disbursements, in which such officers or agents shall charge themselves with all moneys advanced to them, respectively, by the treasurer, and take credit for the disbursements made by them, supported by proper vouchers. An abstract of the disbursements, accompanied by the vouchers therefor, consecutively numbered, shall be transmitted with each account. Accounts for disbursements shall be rendered separately under each appropriate fund or head of account from which the moneys are advanced and paid.

REVENUE ACCOUNTS.

The officers or agents authorized to receive and collect moneys arising from the revenues of the islands, of whatsoever kind, shall be required to pay the full amounts received and collected by them, respectively, to the treasurer of the islands, and to render to the auditor monthly accounts therefor within twenty days after the expiration of the month to which they pertain, accompanied with properly itemized and certified statements and returns of the revenues collected, showing when, by whom, and on what account paid.

In the rendition of such revenue accounts the officers or agents will charge themselves with all revenues received and collected during the period covered by the account, and take credit for the amounts paid to the treasurer, as evidenced by his receipts countersigned by the auditor, which shall be filed with the respective accounts as the proper vouchers for the credits claimed, the number and date of such receipts being noted in the entries of amounts paid to the treasurer.

In the audit of such revenue accounts the auditor shall compare and check the treasurer's receipts filed therewith with the corresponding receipts retained by the auditor and filed in his office.

All revenue accounts shall be rendered and kept separately under the appropriate funds or heads of account to which they respectively pertain; that is, all revenues arising in the department of customs shall be entered and accounted for under the head of "Customs receipts;" those arising in the department of post-offices under the head of "Postal receipts;" all revenues derived from internal taxes and duties, as distinct from customs receipts and postal receipts, shall be entered and accounted for under the head of "Internal-revenue receipts;" and all revenues from other sources under the head of "Miscellaneous receipts."

REQUISITIONS.

Requisitions for advances from funds in the hands of the treasurer for paying necessary and proper expenses chargeable to the revenues of the islands shall be made by the respective officers or agents authorized to disburse the same, in such form as shall be needed to defray the necessary expenses for one month, and shall be accompanied with itemized estimates of the amounts required.

Each requisition shall state upon its face the particular fund or head of account under which the money is to be disbursed and shall be forwarded to the auditor, who shall cause to be indorsed thereon the balance due to or from the officer or agent making the requisition, as shown by the books of the auditor's office, and the amounts of credits shown by any unsettled accounts of such officer or agent remaining in the auditor's office. Thereupon such requisition, with the estimates, shall be transmitted to the governor-general for his approval, and when his approval shall be indorsed thereon the requisition shall be returned to the auditor for allowance, and when allowed by him and so indorsed upon the requisition, over his official

signature, the proper warrant shall be issued for the amount allowed, to which the requisition shall be attached.

In the matter of the allowance of requisitions and the issuing of warrants for the advances of money therein requested, the approval of the governor-general shall be final and conclusive upon the auditor. If at the time of the reference of a requisition to the governor-general for his approval, or at any time before the warrant thereon shall have been issued, any facts shall come to the knowledge of the auditor which, in his judgment, afford sufficient grounds for refusing the advance of money asked for, he shall forthwith communicate the same in writing to the governor-general, whose decision shall be final.

OFFICIAL TITLE OF THE AUDITOR AND ASSISTANT AUDITOR—AUDITOR'S SEAL.

The official title of the auditor, to be affixed to his official signature, shall be, "Auditor for the island of Cuba," and the official title of the assistant auditors shall be, "Assistant auditor for the island of Cuba."

The auditor shall have and keep an official seal, upon which shall be engraved the following design: "Office, auditor, island of Cuba, official seal."

The auditor shall affix his official seal to each warrant issued by him before the same shall be countersigned by the governor-general, and to all copies or transcripts of papers in his office which he may be required to certify officially.

RETURNS TO BE MADE BY THE AUDITOR.

The auditor shall transmit to the governor-general a copy, duly certified, of each certificate on the settlement of accounts made by himself and by the assistant auditors.

The auditor and assistant auditors shall, at the time of settlement, send an official notification in writing to each person whose accounts have been settled in the auditor's office, stating the balances found due thereon and certified, and the differences arising on such settlement by reason of disallowances or suspension made by the auditor, or from other causes, which statements of differences shall be properly itemized.

The auditor shall forward to the Secretary of War, not later than ten days after the expiration of each month, a full and complete report of all moneys received by the treasurer during the preceding month, as shown by the entries made from the treasurer's receipts retained in the auditor's office, a statement of all advances of moneys made on warrants during the preceding month, and an itemized statement of all disbursements and expenditures audited during the preceding month.

PROVISION FOR AN ACTING AUDITOR.

In case of the death, resignation, absence, or sickness of the auditor, the governor-general shall, by writing under his hand, designate one of the assistant auditors to act as auditor and perform the duties of such officer until a successor is appointed or such absence or sickness shall cease.

TREASURER OF THE ISLANDS.

The treasurer of the islands, appointed under Executive order of May 8, 1899, shall receive and safely keep all moneys arising from the revenues of the islands, from whatever source derived, and shall keep a properly detailed account thereof in permanent books of record, in which such revenues and all receipts shall be entered under appropriate heads, with the names of the agents, officers, and persons from whom received and the dates of receipt.

All moneys received on account of the department of customs shall be credited to the account of customs receipts; all moneys received from the department of post-offices shall be credited to the account of postal receipts; all moneys received from internal taxes and duties, as distinct from customs receipts and postal receipts, shall be credited to the account of internal-revenue receipts; and all moneys received from other sources shall be credited to the account of miscellaneous receipts.

The accounts of the treasurer shall be kept in the money of the United States, and all payments made to him in any foreign coin or currency shall be reduced to money of the United States at the true and proper valuation.

The treasurer shall issue receipts in duplicate for all moneys received by him, which shall be numbered consecutively, and shall state when, from whom, and on what account received, and the amounts in money of the United States; and also, when paid in any foreign coin or currency, the amounts and kind of foreign money in which payments were made shall be stated upon the receipts, and the rates at which the same are reduced to money of the United States.

All receipts, original and duplicate, issued by the treasurer shall be countersigned by the auditor of the islands, without which they shall be invalid, and for this purpose the treasurer shall, immediately upon issuing each receipt in duplicate, transmit both receipts to the auditor.

All moneys derived from revenues of the islands and receipts from all sources shall be paid to the treasurer in full, without any deduction.

Needful advances from the moneys in the hands of the treasurer shall be made monthly to the proper officers authorized to disburse the same, for the purpose of paying the necessary and proper expenses of collecting the revenues, auditing the accounts, and such other legitimate expenses connected with the military government of the islands as are not specifically appropriated for by the Congress of the United States.

Such advances of moneys in the hands of the treasurer shall be made upon warrants based upon requisitions with proper estimates, showing under what particular fund or head of account the money is to be expended. Upon the approval of such requisitions by the governor-general and the allowance of the same by the auditor, the proper warrants thereon shall be issued by the auditor and countersigned by the governor-general.

No payment shall be made by the treasurer except upon warrants issued by the auditor and countersigned by the governor-general, and such warrants, when paid and accompanied with the proper evidence of payment, shall be the vouchers upon which the treasurer shall receive credit in the settlement of his accounts.

All warrants drawn upon the treasurer shall be debited on the books of his office to the proper fund or head of account from which the same is made payable, after such warrants shall have been countersigned by the governor-general.

In the payment of warrants, the treasurer shall remit the amount by draft or check, payable to the order of the person in whose favor the warrant is drawn, retaining the warrant in his office, and noting upon such draft or check the number and date of the warrant which it represents and the fund from which payable; and when such draft or check shall have been paid, properly indorsed, and attached to the warrant, it shall constitute the proper evidence of payment.

The treasurer shall render monthly accounts of the receipts and expenditures of his office, and submit the same to the auditor for examination and settlement, not later than ten days after the expiration of each month. In rendering such accounts the treasurer shall charge himself with all moneys received during the period covered by the account, under the appropriate funds or heads of account, and furnish therewith abstracts showing in detail the amounts received under each head, from whom received, and giving the numbers and dates of the receipts issued therefor.

And he shall credit himself with all moneys paid, under the appropriate funds or heads of account, and file with his account abstracts showing in detail the amounts paid under each head, to whom paid, and giving the numbers and dates of the warrants issued in payment, which warrants shall be filed with his account.

The treasurer shall forward to the Secretary of War, not later than ten days after the expiration of each month, a full and complete report, duly certified, of all moneys received by him, together with an itemized statement of all disbursements; and shall also transmit a duly certified copy of the same to the governor-general.

OFFICIAL TITLE OF THE TREASURER, AND OFFICIAL BOND.

The official title of the treasurer, to be affixed to his official signature, shall be "treasurer of the island of Cuba."

He shall give bond with sufficient sureties, to be approved by the Secretary of War, for the faithful performance of the duties of his office, in such amount as shall from time to time be fixed by the Secretary of War.

POWERS AND DUTIES OF THE GOVERNOR-GENERAL IN THE ACCOUNTING SYSTEM OF THE ISLANDS.

Examination of accounts.—The governor-general shall make quarterly, and oftener if deemed expedient, an examination of the books and accounts of the auditor and treasurer, and a comparison of the results shown by the same, and also an examination and count of the moneys in the hands of the treasurer, and submit his report thereon to the Secretary of War.

Approval of requisitions.—All requisitions for advances of money from funds in the hands of the treasurer to officers or agents authorized to disburse the same, shall be approved by the governor-general, when submitted in proper form, and the advances of money asked for appear reasonable and necessary.

Such requisitions shall be made monthly by the proper officers or agents and be accompanied with itemized estimates of the funds required for defraying necessary expenses for one month, specifying the character of the expenditures and the funds or heads of account from which payable.

Such requisitions shall be forwarded by the officer or agent making the same to the auditor, who shall indorse thereon the condition of the account of the officer or agent asking for the advance of money, as disclosed by the books of his office, and also the amount of credits shown by any unsettled account of such officer or agent remaining in the auditor's office. The requisition shall then be submitted to the governor-general for approval.

Should the governor-general find in any case that good and valid objections exist to making the advance of money asked for, he may decline to approve the requisition, and return it to the auditor with a written statement of his objections.

The auditor shall thereupon at once advise the officer or agent making the requisition of the objections thereto, and specify what is required to remove such objections, in order that his requisition may be honored.

Should the governor-general regard the amount of any requisition as excessive, or any item thereof as improper, he may approve the requisition in such a sum as shall appear to him to be reasonable and just.

Countersigning of warrants.—The governor-general shall countersign all warrants issued in due form by the auditor, upon proper authority, for the payment of moneys from the funds in the hands of the treasurer.

Accountable warrants.—The proper authority for the issue of an accountable warrant for the advance of moneys to authorized disbursing officers or agents, for the purpose of defraying necessary and legitimate expenses, shall be the requisition of such officer, accompanied with itemized estimates of the funds needed, which requisition must, prior to the issuing of the warrant, be approved by the governor-general and allowed by the Auditor, and shall be attached to the warrant when presented to the governor-general.

Settlement warrants.—The proper authority for the issue of a settlement warrant, in payment of a balance found due by the auditor upon an account settled and certified by him, shall be a duly certified copy of the auditor's certificate on such settlement, which shall be attached to the warrant when presented to the governor-general.

Should the governor-general require further information before countersigning any settlement warrant, he may make written request for the same of the auditor, who shall without delay furnish the governor-general a written statement of the case, with the reasons and authority for the allowance of the account and the payment of the certified balance.

Should the governor-general be dissatisfied with the auditor's explanations, and have good and sufficient grounds for holding that the action of the auditor is unwarranted and open to grave objections, he may in such case decline to countersign the settlement warrant, and shall forthwith report the case to the Secretary of War for instructions, submitting the reasons for his action, together with the papers in the case.

Transfer warrants.—The proper authority for the issue of a transfer warrant for the transfer of an amount from one fund or head of account to another upon the books of the treasurer and auditor shall be the approval and request of the governor-general, made upon proper showing to him, and indorsed upon the papers, which shall be attached to the warrant when presented to the governor-general.

The showing to the governor-general necessary to his approval and request for transfer of funds on the treasurer's books shall be a certificate from the treasurer showing the condition of the funds on his books, and an official statement from the auditor setting forth the reasons and necessity for such transfer and the contemplated expenditures or payments which require it.

Designation of an acting auditor.—In case of the death, resignation, absence, or sickness of the auditor of the islands, the governor-general, shall by writing under his hand, designate one of the assistant auditors to act and perform the duties of the auditor until a successor is appointed or such absence or sickness shall cease.

Appeals from the action of the auditor.—Any person aggrieved by the action or decision of the auditor in the settlement of his account or claim by that officer may within one year take an appeal in writing to the governor-general, which shall specifically set forth the particular action of the auditor to which exception is taken, with the reasons and authorities relied on for reversing such action.

If the governor-general shall confirm the action of the auditor he shall so indorse the appeal and transmit it to the auditor, and the action of the auditor shall thereupon be final and conclusive.

Should the governor-general fail to sustain the action of the auditor, he shall forthwith report his grounds of disapproval to the Secretary of War, together with the appeal and the papers necessary to a proper understanding of the matter. The instructions of the Secretary of War in such case shall be final and conclusive.

Title to be observed in the rendition and certification of accounts.—All accounts of the treasurer of the islands, and of the various officers and agents authorized to collect the revenues, receive moneys, and make disbursements, and all other accounts subject to examination and settlement by the auditor and assistant auditors, shall be with "The military government of the island of Cuba and all islands in the West Indies west of the seventy-fourth degree, west longitude, evacuated by Spain," and all balances certified by the auditor and assistant auditors shall be certified as due to or from said military government, as the case may be.

Duplicate rules and instructions were issued in regard to Puerto Rico and the Philippines.

Mr. TAYLOR. Has the revenue from the different islands been sufficient to pay the expenses?

Mr. MEIKLEJOHN. Oh, yes.

Mr. HEMENWAY. Will you tell us as to how complete the auditing has been done, whether or not in keeping the accounts of receipts they keep an accurate account of receipts from all the different sources, and in paying out the accounts are they audited in the same careful way as is done in our other departments?

Mr. MEIKLEJOHN. After the promulgation of these executive orders the appointment of the officials was made by the War Department, and the War Department framed rules and regulations for the receipt, expenditure, and auditing of all funds in these possessions, copies of which are herewith presented. These rules and regulations were carefully compiled by an expert of the Treasury Department after the laws of the United States governing receipts, expenditures, and audit of the appropriations of this Government, and were approved by the Secretary of the Treasury. The audit is made in the possessions, all the vouchers are with the auditors of the islands, and the system in the islands, so far as applicable and practical, is the same as that adopted for the audit of accounts by the Government of the United States, as the committee will know from the rules and regulations presented herewith.

The War Department receives from the treasurers of these possessions and the auditors of the islands condensed reports on all receipts and expenditures of the insular fund, showing for what purpose it is expended, in what city, province, or military department; and should the committee desire an itemized account of any title under the condensed reports from the auditors or the treasurers, it can be furnished by the War Department, but it will be necessary to secure an itemized account from the auditors or treasurers with whom the vouchers lie and are filed.

Mr. HEMENWAY. So that within three or four weeks' time an itemized statement of any expenditure that is reported to you can be secured by Congress?

Mr. MEIKLEJOHN. Exactly, Mr. Chairman.

Mr. LIVINGSTON. Let me understand there; you undertake to say you can give an itemized account to Congress or the committee now, but not the vouchers. Does he not now make a return to the Treasury Department?

Mr. MEIKLEJOHN. The Department can give an itemized account—

Mr. LIVINGSTON. But no vouchers.

Mr. MEIKLEJOHN (continuing). By the subdivisions under which the auditors and the treasurers in the possessions carry their accounts; but for any particular subdivision required it will be necessary for the auditors or treasurers to furnish that statement from their office. To illustrate, Mr. Chairman, I hand you herewith a statement of the receipts and expenditures of the public civil fund of the island of Puerto Rico for the months of July, August, September, October, and November, 1899.

Mr. HEMENWAY. Have you it prepared in a form in which you can leave it?

Mr. MEIKLEJOHN. Yes.

Statement of receipts and disbursements of the public funds of the island of Puerto Rico from date of occupation, July 28, 1898, to December 31, 1899.

RECEIPTS.

From customs.....	\$1, 980, 651. 99
From postal	37, 680. 95
From internal revenue	413, 072. 65
From miscellaneous sources	36, 682. 67
Total	2, 468, 088. 26

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DISBURSEMENTS.

Director of public works.....	\$655,827.95
Collectors of internal revenue.....	321,602.29
Insular police.....	128,749.21
Collectors of customs.....	118,657.28
Board of education.....	85,584.80
United States provisional and insular courts.....	70,456.10
Census of Puerto Rico.....	69,815.35
Director-general of posts.....	55,019.43
Board of prison control.....	53,975.52
Department headquarters.....	47,285.17
Consumption tax.....	43,434.82
Settlement warrants.....	34,617.41
Vaccination expenses.....	28,413.21
Inspector of light-houses.....	28,225.78
United States Army, for military purposes.....	27,211.55
City water system, San Juan, loan.....	27,069.60
Relieving cases of necessity.....	21,689.35
Board of charities.....	24,515.95
Marine-hospital service, quarantine.....	17,161.49
Sanitary expenses.....	15,360.85
Harbor works.....	6,969.34
Superior board of health.....	4,885.00
Settlement warrants, internal revenue.....	5,027.73
Miscellaneous.....	2,514.51
Solicitor-general's office.....	16,661.77
Printing, binding, and stationery.....	2,905.89
Refunded.....	2,180.18
Auditor's office.....	1,886.82
Repairs of district jail, Aguadilla; loan.....	1,413.08
For representation of island at Philadelphia Exposition.....	1,100.00
Witness fees in connection with military commission.....	678.35
Sewerage system, Mayaguez; loan.....	597.07
Commission of investigation.....	454.97
Entertainment expenses at palace, authority of Secretary of War.....	300.00
Judicial department.....	120.30
Pay of captain of port, Fajardo.....	107.35
Amount unaccounted for.....	106.73
Total.....	1,922,582.20

RECAPITULATION.

Receipts.....	\$2,468,088.26
Expenditures.....	1,922,582.20
Balance.....	545,506.06
Balance distributed as follows:	
Transferred and in hands of officers and collectors.....	88,854.15
In hands of treasurer.....	456,651.91
Total.....	545,506.06

Mr. MEIKLEJOHN. You will notice that the expenditures which appear in the report of the auditors and the treasurers of these respective possessions appear under the respective headings as indicated in the statement of receipts and expenditures herewith presented. In order to secure an itemized account of each expenditure it will be necessary to have that statement furnished by the auditors or the treasurers in the islands.

I will send you a communication on the lines of one which goes this morning to the Committee on Ways and Means which is just as applicable to your committee as to the Committee on Ways and Means.

WAR DEPARTMENT,
Washington, February 6, 1900.

SIR: I have the honor, in response to your request, to transmit herewith Executive Orders of the President, of May 8, 1899, providing for the appointment of officials for the administration of fiscal affairs in Cuba, Puerto Rico, and the Philippine Archi-

pelago, and the rules and instructions of this Department relating to the auditing of the receipts and expenditures of revenues under the military governments of the United States therein, which were promulgated by the War Department May 11, 1899.

Soon after the ratification and promulgation of the treaty of peace between this country and Spain, a conference was had between the officials of the War, Treasury, and Post-Office Departments, with the view of evolving a policy for the uniform and effective administration of the revenues in Cuba, Puerto Rico, and the Philippine Archipelago. The receipt of these funds, their expenditure and audit by this Government, were thoroughly discussed and carefully considered. The conclusion was reached that it would be impracticable to commingle the fiscal affairs of the islands with those of this Government. With reference to Cuba, as the United States exercises the functions of sovereignty purely as an intervenor, subject to the assumption by the Cuban people of their sovereignty upon the establishment of stable governmental conditions, the manifest necessity for the administration of Cuban fiscal affairs under a separate and autonomous system is believed to be quite apparent.

With regard to Puerto Rico and the Philippine Archipelago, although constituting territory ceded by Spain to the United States, it was thought best, pending the decision by competent constitutional authorities of their future condition and governmental status, the administration of their fiscal affairs under military government should be under the complete control and jurisdiction of the War Department. It was therefore decided at this conference that the revenues of said possessions should be kept separate from the revenues of this Government, and that the fiscal affairs in these possessions should be administered separately and autonomously.

In pursuance of this decision Executive orders were issued by the President creating for each of said territories the office of treasurer, to receive and keep all moneys arising from the revenues of the islands, and disburse or transfer the same upon warrants issued by the auditor and countersigned by the governor-general. These Executive orders created the offices of auditor, assistant auditor for the department of customs, and assistant auditor for the department of posts, whose duty it is to audit all accounts and disbursements of the revenues of Cuba, Puerto Rico, and the Philippine Islands in their respective departments.

In Cuba, under Executive order of June 27, 1899, the office of assistant auditor for auditing the accounts of the department of internal revenue was created, and also that of assistant treasurer in the office of the treasurer of the island. These officers, under these Executive orders, have been appointed in Cuba, Puerto Rico, and the Philippine Archipelago, and are stationed therein. The clerical force under them is employed in the islands and the services of these employees are paid for from the insular revenues.

The system adopted by the War Department for auditing accounts in the islands is based upon the laws of the United States relating to the receipt and disbursement of the revenues of this Government. It is proper in this connection to state that this system was the result of mature deliberation and received the unqualified approval of the Secretary of the Treasury. The treasurers and auditors of these possessions make reports to the War Department in condensed tabulated statements only, all vouchers being filed in the offices of the treasurers and auditors in the islands.

You will find inclosed a statement of receipts and expenditures of funds of Puerto Rico for the period therein named, showing the sources from which the revenues in this territory have been derived and the purposes for which they have been expended. This statement will indicate the titles under which expenditures are reported to this Department by the auditors and treasurers in the insular possessions.

Very respectfully,

G. D. MEIKLEJOHN,
Assistant Secretary of War.

Hon. J. A. HEMENWAY,
*Chairman Subcommittee on Legislative Bill,
Committee on Appropriations, House of Representatives.*

Mr. TAYLOR. I did not understand you to say what was done about those temporary employees.

Mr. MEIKLEJOHN. So far as the expenditure of the \$25,000 appropriated for the fiscal year 1900 is concerned, I am unable to state to the committee whether the same has been expended by the Secretary of the Treasury. I know that no expenditure of that appropriation has been made by the War Department for the purposes for which the appropriation was made.

Mr. HEMENWAY. In other words, none has been expended by the War Department?

Mr. MEIKLEJOHN. No part of it whatever.

Mr. LIVINGSTON. How were those clerks provided for?

Mr. MEIKLEJOHN. The clerks employed?

Mr. LIVINGSTON. Were they paid out of insular funds?

Mr. MEIKLEJOHN. Yes; in the department on the islands.

Mr. TAYLOR. I understood they had not been employed, but I did not think you stated it, and I wanted your statement to show. Do you think that force should be continued?

Mr. MEIKLEJOHN. All the clerks employed in the auditing department of Puerto Rico, Cuba, and the Philippine Archipelago have been paid and are now paid from the revenues of the islands.

Mr. PUGH. Do you think the continuation of that temporary force will be necessary in the Auditor's office?

Mr. MEIKLEJOHN. The appropriation will be unnecessary so far as the auditing of accounts in the possessions are concerned.

Mr. PUGH. What I meant to say was, do you think it will be necessary to continue in service that temporary force that was employed last year?

Mr. MEIKLEJOHN. I understand no force was employed under this appropriation by the Secretary of the Treasury.

Mr. LIVINGSTON. You did employ a force, but paid it out of the insular fund; now he wants to know if that force, paid out of the insular fund, is necessary to be kept in the Auditor's office?

Mr. MEIKLEJOHN. The force which is paid out of the insular fund in the possessions, in the auditing department, that force is in the possessions.

Mr. LIVINGSTON. Down there?

Mr. MEIKLEJOHN. They are in Cuba, Puerto Rico, and the Philippine Archipelago.

Mr. PUGH. None of the money has been expended for departmental service here?

Mr. MEIKLEJOHN. None whatever. The auditors for Cuba, Puerto Rico, and the Philippine Archipelago are in the possessions, and all the clerks employed by them are at their offices in the islands, and no clerks are employed by the War Department here connected with the auditing of the receipts and expenditures of the insular fund.

Mr. HEMENWAY. As I understood, all expenditures except that of the military establishment in the island are paid from the funds received and collected there, paid from the insular funds.

Mr. MEIKLEJOHN. Yes.

Mr. HEMENWAY. We do not pay our army from the insular fund.

Mr. MEIKLEJOHN. Not at all.

Mr. HEMENWAY. Barring that expenditure, all other expenditures are paid from the insular fund?

Mr. MEIKLEJOHN. All the expenditures connected with it are audited in the possessions.

TEMPORARY CLERKS.

Mr. PUGH. How about the temporary force assigned to your Department; will the continuation of that be necessary?

Mr. MEIKLEJOHN. The continuation of that force will be absolutely necessary.

Mr. HEMENWAY. How does that force compare in efficiency with the force received through the Civil Service Commission? How do the clerks under you under this temporary provision compare in efficiency with the civil-service clerks?

Mr. MEIKLEJOHN. By that method of selection which we have adopted they are very superior to those we receive from the civil service in ability and capacity.

Mr. HEMENWAY. After the experience they have had in your Department, would it be good policy to permit them to go out and their places to be filled by clerks from the civil service?

Mr. MEIKLEJOHN. It would be absolutely impossible, after the experience which the present temporary force has had in the work of our Department, to replace them by clerks from the Civil Service Commission.

Mr. PUGH. You enforce the principle of the survival of the fittest there in carrying on this force in your Department?

Mr. MEIKLEJOHN. That is the course we have been pursuing, selecting the force absolutely on merit.

Mr. TAYLOR. Do you mean to say that these clerks who were selected by you are better qualified when you get them than those furnished by the civil service were when you get them, or do you mean to say by reason of their experience in the office they are better qualified now than you can get from the civil service?

Mr. MEIKLEJOHN. By reason of the experience they have had with the work in the Department I believe they would be very much better qualified now than the clerks would be taken from the Civil Service Commission.

Mr. TAYLOR. But in the commencement were they any better than those coming through the civil service?

Mr. MEIKLEJOHN. Possibly not, save and except a certain class of experts, accountants, bookkeepers, court stenographers, etc., we think it would be difficult to secure through the civil service, because it is of a very high class of ability.

Mr. HEMENWAY. And by this examination there you can determine better whether or not the clerks who suit you can perform the duties required than the civil service can?

Mr. MEIKLEJOHN. Very much better, where we want a clerk for the discharge of a particular duty in the Department.

Mr. HEMENWAY. Then you recommend that this temporary force be continued as temporary for another year?

Mr. MEIKLEJOHN. I am of the opinion that force can not be reduced at all, and ought to be continued for one year.

Mr. HEMENWAY. At the end of another year you can better determine the number of clerks who ought to be placed upon the permanent roll?

Mr. MEIKLEJOHN. Very much better, and, in fact, it would be almost impossible at this time, in view of the uncertainty of the termination of military operations, to advise this committee how many permanent clerks we would require in that Department.

Mr. HEMENWAY. And it is much easier to dispose of those clerks while they are considered as temporary than to dispose of clerks once placed upon the permanent roll; is not that true?

Mr. MEIKLEJOHN. Very much more easily done.

Mr. HEMENWAY. When you discharge a clerk now you discharge him simply because you have no further use for his services. When they get on the permanent roll and you desire to discharge a clerk how do you get at it? Do you have to prefer charges?

Mr. MEIKLEJOHN. Under the recent executive order relating to the civil service no discharges can be made unless charges are filed and a copy of the charge served upon the clerk against whom they are filed, and after the return of the clerk is made to the charges filed against him then the Department, if the charges are sustained, is authorized to dismiss the clerk.

Mr. LIVINGSTON. I see you have recommended several promotions at additional pay; one of them is Captain Thorp for superintendent of buildings outside, and he is recommended a \$500 increase, and there are some other recommendations of the Secretary's Office; have you anything to say about those?

Mr. MEIKLEJOHN. There is a recommendation from the Department relating to the increase of the salary of the chief clerk and the increase of the salary of the clerk to the Assistant Secretary. In my judgment the salary of the chief clerk of the War Department should be increased on account of the added duties which have arisen by reason of the late war.

We have, as the committee know, but one Assistant Secretary in the War Department, and by reason thereof a great deal of work which would be done by an Assistant Secretary, had we more, the Secretary as well as the Assistant Secretary are forced to delegate, where we are authorized so to do under the law, to the chief clerk, and he exercises many functions which would otherwise be exercised by an Assistant Secretary in other Departments. In regard to the salary for the clerk to the Assistant Secretary of War, the committee some time ago made a salary of \$2,100 a year for that position, passed an act providing for that salary at \$2,100. When a vacancy occurred in the position of chief clerk—Major Tweedale resigned—my private secretary, Mr. Scofield, now chief clerk of the War Department, was appointed.

The then Secretary of War, General Alger, desired that this appropriation of \$2,100 for a clerk to the Assistant Secretary of War be given to a clerk in the office of the chief clerk of the War Department, so that the salary for this officer in the office of the Assistant Secretary is now being drawn by a clerk in the office of the chief clerk, Mr. Thompson. Therefore, the clerk to the Assistant Secretary is receiving a salary of but \$1,800, whereas this appropriation was made for that purpose. The work in the office of the Assistant Secretary of War, performed by the clerk to the Assistant Secretary, more than warrants a salary of \$2,100.

Mr. HEMENWAY. As I understand, the clerk now receiving that salary has, by accident, been crippled, and is virtually of no benefit?

Mr. MEIKLEJOHN. Yes; he met with an accident some time ago, about the time that the Secretary, Alger, desired that this salary appropriated for the office of Assistant Secretary should be paid to him, and I made the concession. I will state in regard to the recommendation of the Department relative to the chief of the supply division, that by reason of the war it has been necessary for us to secure a place outside in what is known as the Lemon Building, from an appropriation made by Congress, and in three other buildings.

Mr. HEMENWAY. You propose here to add to his compensation \$500 for the care of those buildings. Who has charge of the State, War, and Navy building now?

Mr. MEIKLEJOHN. Captain Baird, of the Navy, under the law, appointed by the Secretary of War, Secretary of the Navy, and Secretary of State, is in charge of the State, War, and Navy building.

Mr. HEMENWAY. If this chief of division was placed in charge of these buildings

as superintendent is it understood he would consult with the superintendent of the State, War, and Navy building, who is probably better prepared to direct and care for those buildings than this chief of division would be?

Mr. MEIKLEJOHN. That has never been done, but the Secretary of War directed, when we leased that additional building, the chief of the supply division to take charge of that, and being outside of the State, War, and Navy building, he has absolute charge, independent of Captain Baird, who has charge of the State, War, and Navy building.

Mr. LIVINGSTON. How do you think it would work; do you think it would be economy to do so, or would it be harmonious if these buildings were all turned over to Captain Baird?

Mr. MEIKLEJOHN. You mean the buildings outside?

Mr. LIVINGSTON. In other words, how could these buildings be turned over to him if the committee should see fit to make the effort? It would have to come through the Secretary of War; the appointment is by the Secretary of War?

Mr. MEIKLEJOHN. Captain Thorp, chief of the supply division, was directed to take charge of them by the Secretary of War.

Mr. HEMENWAY. Unless that order was revoked it could not be changed. Captain Baird could not get control of them by an appropriation for that purpose?

Mr. MEIKLEJOHN. The law specifically states that Captain Baird shall be in charge of the State, War and Navy building.

Mr. HEMENWAY. We would have to legislate on this bill in order to take these buildings and put them under the charge of Captain Baird?

Mr. MEIKLEJOHN. I would consider that necessary.

Mr. LIVINGSTON. Do you know anything about Captain Baird's work, whether he could do it or not?

Mr. MEIKLEJOHN. I am very familiar with his work. I would state there is no reason why he would not be able to perform the work.

Mr. LIVINGSTON. Would he not have to have an additional clerk's help?

Mr. MEIKLEJOHN. It would require additional help and require additional watchmen. The possession of these outside buildings by the War Department under the direction of Captain Thorp, chief of the supply division, has necessitated the employment under the appropriation made for temporary employees and the—

Mr. HEMENWAY. I am aware of that fact, but I am talking about the question of economy. If we should conclude to give Mr. Thorp \$500, that would be additional; and if we conclude not to do that and put it under Captain Baird, we would have to appropriate about how much money for help; at least one clerk, would we not, at \$900 or \$1,000?

Mr. MEIKLEJOHN. That would be absolutely necessary.

Mr. LIVINGSTON. So there would be no economy?

Mr. MEIKLEJOHN. None whatever. In fact, it is my judgment that the allowance of \$500 to the chief of the supply division would be more economical. In this connection I desire to state further that all disbursements for purchases made for the War Department proper are made by the chief of the supply division, and since the late war the duties of this office have been very much increased, requiring an increase of clerical force. It is my opinion that the allowance of \$500 of salary would be exceedingly reasonable for the work he is now doing as compared with the work he performed before the late war.

POST-OFFICE DEPARTMENT.

OFFICE OF THE POSTMASTER-GENERAL.

STATEMENT OF MR. BLAIN W. TAYLOR, CHIEF CLERK OF THE POST-OFFICE DEPARTMENT.

Mr. HEMENWAY. I see the first change in the estimates recommended by the Postmaster-General is an increase of salary of the private secretary from \$2,250 to \$2,400.

Mr. TAYLOR. Yes, sir; that was at the personal request of the Postmaster-General. It is his opinion that the private secretary, owing to the long hours he is required to work and the delicacy of the work that he has to do, earns that amount of salary, and he very earnestly requested it.

Mr. HEMENWAY. The Postmaster-General is aware, I suppose, that \$2,250 is the salary fixed for the private secretaries of all the Cabinet officers.

Mr. TAYLOR. Yes, sir; and he simply wanted to submit the matter to the committee for their consideration, and I went to see him yesterday especially about it, and he said that is what he wanted me to say to the committee for him.

Mr. HEMENWAY. You have one clerk of class 4 you desire to strike out and you add one clerk at \$2,000?

Mr. TAYLOR. Yes, sir; that is, in fact, what would be known as an assistant chief clerk of the Department. He is the man who works in my office, and he has been in my office a number of years, and in the judgment of the Postmaster-General and myself, especially in the place he holds, he is equivalent to a chief of a division, and chiefs of division usually get that much salary in all the Departments, and in many of the Departments much more, of course. I do not know of a chief of a division who is not receiving, I believe, \$2,000, and it has been regularly appropriated for by Congress.

Mr. HEMENWAY. He is in your office?

Mr. TAYLOR. Yes, sir; and in my absence he is the chief clerk of the Department. I can also give you any information you desire on account of the disbursing clerk's roll. You will find that we ask quite an increase.

Mr. HEMENWAY. For office of the disbursing clerk you ask for one clerk of class 4. That is new, is it?

Mr. TAYLOR. Yes, sir. That was done temporarily to avoid asking for an assistant superintendent of the Post-Office Department. I expect we made a mistake in asking for it in this way, but this man is the accountant of the Post-Office Department. In fact, the men who do that service get in all other Departments \$1,800 and some \$2,000.

Mr. HEMENWAY. Who is performing this duty now?

Mr. TAYLOR. A man by the name of Mr. Burnside. His father was at one time disbursing clerk of the Department.

Mr. HEMENWAY. What class?

Mr. TAYLOR. A \$1,600 clerk at that time, and instead of asking for an assistant superintendent of the Department, which we really ought to so designate, we will this year make a \$1,600 man in fact an acting superintendent of the building. He ought to have more money, but we had to ask a good bit more money on account of the new building and we did not want to ask more than we could possibly get along with.

Mr. HEMENWAY. Do you strike out a clerk of class three?

Mr. TAYLOR. No, sir; we just simply increase our force just that much.

Mr. HEMENWAY. Is it necessary to have another clerk?

Mr. TAYLOR. Yes, sir; it is absolutely necessary to have an additional force in that office.

Mr. HEMENWAY. How is the business of the office now?

Mr. TAYLOR. Very brisk.

Mr. HEMENWAY. Are they up to date with their work?

Mr. TAYLOR. Oh, that is up to date; we have to keep up to date. It is an office which can not get behind.

Mr. HEMENWAY. Then you ask for an engineer an increase of \$200, from \$1,400 to \$1,600?

Mr. TAYLOR. Yes, sir; owing to the vast machinery there in the Department, we think that the engineer is poorly paid at \$1,600, and I expect that there is no place else where they do not get at least that and probably more.

Mr. HEMENWAY. And then you ask for one assistant engineer at \$1,200?

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. The moving into the new building makes it necessary?

Mr. TAYLOR. All these increases, I will state, are made necessary by moving into that new building. That applies to every increase made in the disbursing clerk's office.

Mr. HEMENWAY. Now, in making up these increases you have made an increase here from \$66,000 to \$94,000, adding 36 new clerks.

Mr. TAYLOR. That is in the disbursing clerk's office.

Mr. HEMENWAY. You ask for 36 additional employees?

Mr. TAYLOR. I do not remember the exact amount of the increase.

Mr. HEMENWAY. You will notice that your engineer is now receiving \$1,400.

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. How does the size of your building compare with the State, War, and Navy Department?

Mr. TAYLOR. Well, I could not say from my own personal observation and experience, but I have been informed, though, by men who ought to know about these things, that we have more machinery, that it is the biggest plant in the city. I have been so advised. I was advised so by the assistant engineer of the Treasury, whom I found in charge of this building when we moved down there.

Mr. HEMENWAY. Your engineer is now receiving \$200 more salary than the engineer for the State, War, and Navy building, who only receives \$1,200 a year. That is certainly the biggest building in this city.

Mr. TAYLOR. I wonder if they do not have engineers detailed there from the Navy, who are doing some service in the building. For instance, Mr. Baird, superintendent of that building, as I understand it, is either a naval or army officer.

Mr. HEMENWAY. He is a naval officer, but he is not an engineer, of course.

Mr. TAYLOR. No, not an engineer; but I imagine upon investigation it will be found, possibly, that the engineers there are some performing service drawing more than \$1,200. I do not know that, but I just suggest it.

Mr. HEMENWAY. We do not find anything here that suggests it. The chief engineer gets \$1,200, and his duties are certainly equivalent to those of the Post-Office building.

Mr. TAYLOR. I will not say it is not, but I do think I have not any doubt the man who is employed in performing that service is receiving more than \$1,200.

Mr. HEMENWAY. You ask for six assistant engineers at \$1,000 in place of three whom you now have. That, with one assistant engineer, makes an increase of four in the force of the engineers you want for that building. Is it absolutely necessary to have an increase of four engineers there?

Mr. TAYLOR. Absolutely. There is not a man that we have asked for can be spared.

Mr. HEMENWAY. Are they now at work?

Mr. TAYLOR. Yes, sir; they are now at work. We really should have had another engineer. We are not now prepared if we should have two men sick, which is liable to happen in that basement as it now exists, especially in cold weather; we would be laboring under very serious difficulties.

Mr. HEMENWAY. What is the trouble with the basement?

Mr. TAYLOR. The basement at this time, the temperature down there runs about 120° of heat all the time. They are in a suffering condition almost on account of the heat and they are liable to develop pneumonia at any moment under the circumstances.

Mr. HEMENWAY. Then you ask for one electrician at \$1,400, two assistant electricians at \$1,200, and one at \$1,000; three dynamo tenders at \$900 each. Are they employed at this time in the building?

Mr. TAYLOR. They are.

Mr. HEMENWAY. And they are absolutely necessary?

Mr. TAYLOR. Absolutely; and I ought to ask you for one more dynamo tender.

Mr. HEMENWAY. From what fund do you pay these people now?

Mr. TAYLOR. At that time the extra force was paid out of the appropriation of the city post-office. Last year, in view of the proposed removal to the new building, the Postmaster-General asked for an appropriation, what we have asked for here; it may not be exactly the same—we did not know so much then what we needed to get on with—but that request was not considered by Congress at all. We, I believe, did not present it to the House. We were not determined when before your committee last year whether we would move during the next fiscal year, and it was decided later on we would, and immediately on getting that information we made a request for an appropriation to carry it forth. As I say, it was not considered by Congress, and yet Congress compelled us to move to the building, and there was only one thing to do, and we had to move, and we had to make ourselves comfortable. The city post-office occupied a part of the building, and on the theory it was a part of the building we required them to help to support the expenses of maintaining that building. We could only, of course, use our regular force, and so the additional force necessary was furnished in that way. I suppose we are subject to criticism to a certain extent.

Mr. HEMENWAY. You are violating the law, but you have to do it to keep warm.

Mr. TAYLOR. The law compelled us to do certain things. I do not feel any remorse on that subject myself. I feel it is one of those things where it is perfectly justifiable.

Mr. HEMENWAY. You ask for 9 elevator conductors and you had 3. They are all performing the service now?

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. And absolutely necessary?

Mr. TAYLOR. And absolutely necessary.

Mr. HEMENWAY. Twelve firemen are there at work?

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. Ten coal passers at \$500 each?

Mr. TAYLOR. They should have been at \$660, for that is really laborers' work, but it was suggested \$500 was sufficient to pay for that class of help, but I am rather inclined to think it ought to have been \$660.

Mr. PUGH. This increased force is largely due to the removal to more commodious and sumptuous quarters?

Mr. TAYLOR. Absolutely, and every item that is in that disbursing clerk's roll was made necessary by the removal to that new building.

Mr. HEMENWAY. What are these coal passers for, to carry coal to the furnaces?

Mr. TAYLOR. The coal in the building is put in the basement on the Twelfth street side of the building and the boilers are away over here nearly on the Eleventh street side, and they had a little bit of a cart arrangement made there for hauling that coal through the fire room, but practically they had to wheel it all in; that is what they do, and hence the title we give those people. They pass the coal after we dump the coal in the basement from the Twelfth street side nearly over to the Eleventh street side, the whole width of the building.

Mr. PUGH. You are not especially impressed with the convenience of that arrangement?

Mr. TAYLOR. Not at all.

Mr. TAYLOR. Can you tell me how much coal you use in that building?

Mr. TAYLOR. I do not believe I could. It is an immense coal pile.

Mr. TAYLOR. Have you an estimate?

Mr. TAYLOR. I would not like to give an estimate on it.

Mr. TAYLOR. My question was in order to see why we should pay ten coal passers \$5,000 a year to handle coal.

Mr. TAYLOR. All that coal makes ashes and the ashes go out the same hole it comes in, and it is a very small hole and a cramped position in which to work.

Mr. HEMENWAY. Are these men employed on that particular work all the time?

Mr. TAYLOR. Yes, sir; you see that fire goes twenty-four hours. We have an electric plant in there which has to be run day and night. We have to take care of the city post office in this matter, and they burn light all night, of course.

Mr. TAYLOR. You have no idea of the amount of coal you buy?

Mr. TAYLOR. I would not like to say, but I could get it for you over the 'phone in less than five minutes.

Mr. HEMENWAY. Now, you have a recommendation for the increase of the salary of the captain of the watch to \$1,200, and he has been receiving \$1,000?

Mr. TAYLOR. Well, the captain of the watch has charge over something like 30 men, and has rather an important function to perform, and I understand men employed in similar positions in other Departments receive that amount of money, and I do not see why our Department should be discriminated against in that particular. In fact, I think he earns the money and ought to have it.

Mr. HEMENWAY. Then you have one lieutenant of watch at \$1,000 and two female laborers at \$480?

Mr. TAYLOR. Those two female laborers are requested because we have ladies' closets in that building, and it is not nice to have men go in there and clean those closets, and it is better to have women to take charge of them, and out of the whole number of closets in that building we think that two regular ladies' attendants would be sufficient to take care of them. We have been very modest in these demands. We will have to ask for more next year, I am sure, but we did not want to scare you this year.

Mr. HEMENWAY. All these employees recommended here are now at work in that building?

Mr. TAYLOR. Yes, sir; except the two female laborers; they are not. We have not employed them because we felt that we could get along, and we are getting along with the charwomen who come in the afternoon doing the work, but it is not satisfactory, and we need ladies' attendants there all during the day.

Mr. HEMENWAY. These employees, with the exception of the two female laborers, are being paid now?

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. Out of the general fund for the post-office?

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. And at the rate you recommend here?

Mr. TAYLOR. I think not; at least not all of them. For instance, I think some of our elevator conductors are only getting \$600, but in estimating we put our elevator conductors at the price usually paid elevator conductors—at \$720.

Mr. HEMENWAY. Your electricians and dynamo tenders; are they getting the amounts recommended?

Mr. TAYLOR. Yes, sir; I understand they are getting the amounts we have asked for. The electricians are, and I think the dynamo tenders are, getting the \$900; but I will not be positive on that. Some of these were at work when I went in there—have been appointed.

Mr. HEMENWAY. Will you prepare a statement of the salaries that these people are now receiving and send it down here?

Mr. TAYLOR. Yes, sir. I will do that.

Mr. HEMENWAY. When can you do it?

Mr. TAYLOR. I can get it here by to-morrow anyway. I want to say in this con-

nection I consulted electricians; I am not an electrician and know nothing about the business, but I made all the inquiries possible for me to make and fixed those salaries upon the information obtained.

Mr. HEMENWAY. Where is your library—under what head is that appropriated for?

Mr. TAYLOR. That is under the office of the Postmaster-General. We have one librarian at \$900, I think it is. I do not know whether he is designated as librarian; no, it is clerk at \$900 detailed to that service.

Mr. HEMENWAY. Do you recommend the appointment of an additional clerk to be assigned to that work?

Mr. TAYLOR. No, sir; there is no recommendation of that kind.

Mr. HEMENWAY. Under the heading of contingent expenses, in your second item there, you add the words "for lighting and power plant." You increase the estimate by \$21,000.

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. How do you figure out that increase?

Mr. TAYLOR. Well, it is not all based on figures. It is experimental in a measure. We estimate right closely to the amount of coal that will be required and for repairs. Of course, that machinery is so vast there it has to be overhauled each year, and, taking into consideration the expenses we had met in the brief time we have been there when this estimate was made—the engineer, in fact, asked for \$35,000, but the Postmaster-General cut it to \$30,000. I could give a good many figures, but I have not them with me to-day, as a basis for this estimate.

Mr. HEMENWAY. When did you move into that new building so that this plant had to be worked?

Mr. TAYLOR. We moved in the 1st of October, practically.

Mr. HEMENWAY. Can you furnish the committee with a statement of the expense of coal and operating this plant for the six months commencing with the 1st of October?

Mr. TAYLOR. Yes, sir.

Mr. LIVINGSTON. From whom do you buy that coal and how do you buy it?

Mr. TAYLOR. The coal is bought by contract from the lowest bidder. We advertise each year for coal and we usually award the contract to the lowest bidder.

Mr. LIVINGSTON. Usually?

Mr. TAYLOR. Always to the lowest bidder, taking into consideration the quality. Taking into consideration the quality we always award to the lowest bidder; that is what I meant to say.

Mr. LIVINGSTON. Suppose the lowest bidder is the farthest away from the city, do you take into consideration the question of transportation?

Mr. TAYLOR. He delivers it.

Mr. LIVINGSTON. The contract is delivery here?

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. You paid \$9,000 last year for this purpose, how much of that was expended before you left the old building?

Mr. TAYLOR. I could not answer that question, but scarcely anything of that amount was expended, because at the beginning of the year, July, we had no heating to do and used scarcely any coal. We did no repairing to speak of at the building in that fiscal year, so we had practically all of that \$9,000 when we came down to the new building.

Mr. HEMENWAY. Then you had \$3,000 deficiency?

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. That takes you up to the 1st day of July, so about \$12,000 has covered the expense from the 1st day of October to the 1st day of July, and it has carried you through all the winter months?

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. That is nine months' time?

Mr. TAYLOR. Yes.

Mr. HEMENWAY. At that rate it is about \$16,000?

Mr. TAYLOR. That is apparent only, but it does not take into consideration the overhauling and repairs to machinery in that building. I made a memorandum of expenses here amounting to \$3,314 that we have been paying out of the contingent expense for these items in order to husband our fund in order to get through on this \$9,000, and the \$3,000 we are asking for we have been drawing on the contingent.

Mr. HEMENWAY. You had a sufficient contingent, so you could draw on it?

Mr. TAYLOR. I doubt that, but we have been trying to keep these appropriations down this first year; we have been trying to equalize them, to get through, if possible.

Mr. HEMENWAY. For gas you decrease; you use but very little gas in the new building?

Mr. TAYLOR. We use no gas in the new building, but we have one building on the

outside, a stable, which possibly uses some gas, and the liability, of course, of having to turn the gas on sometimes, in case our machinery broke down there, so we carry \$1,000.

Mr. HEMENWAY. For plumbing you estimate \$1,500. Is that necessary now?

Mr. TAYLOR. I think it absolutely necessary. This is quite a building, and there is always something wrong with plumbing, you know.

Mr. HEMENWAY. For telegraphing you increase your estimate \$1,100.

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. You had an increase last year of \$1,500?

Mr. TAYLOR. Yes, sir; our expenses for telegraphing the year 1899 was \$6,933.32. In that were a number of bills for cablegrams to Cuba, Puerto Rico, and other points paid out of that appropriation of about \$1,500, so we estimated that about \$5,100 was as near as we could estimate to handle the needs of the Department's telegraphing.

Mr. HEMENWAY. For carpets and matting, "including \$1,000 for the office of the Auditor for the Post-Office Department," which you want stricken out?

Mr. TAYLOR. Very badly; we want that stricken out and the Auditor wants it stricken out and the Treasury Department wants it out.

Mr. HEMENWAY. What do you propose to do with it, give it to the Auditor himself and let him control the expenditure?

Mr. TAYLOR. I do not know what the proposition is, but I suppose it would be set apart in the appropriation for the Treasury Department for the Auditor just the same as it is set apart in our appropriation for the Auditor. What we object to is having an auditor over whom we have no control whatever making purchases and presenting them to the Postmaster-General for approval and all he knows about it is the fact that the articles have been bought, and the same officer who purchases the articles audits the accounts, which is an anomaly in the affairs of the Government.

Mr. HEMENWAY. You increase your furniture \$500?

Mr. TAYLOR. No, sir; I think not.

Mr. HEMENWAY. You take out \$1,500 for the Auditor, and that would leave you \$1,000, and you ask \$1,500. Your building is new and the furniture is new; can not you decrease that item?

Mr. TAYLOR. I think there must be a mistake in that. I do not remember of having made any request for an increase.

Mr. HEMENWAY. As a matter of fact, can not you decrease it?

Mr. TAYLOR. I think not. I think it would not be safe to decrease it.

Mr. HEMENWAY. For purchase, exchange, and keeping of horses, and repairs of wagons, \$1,500; that is necessary, is it?

Mr. TAYLOR. Yes, sir.

Mr. HEMENWAY. "To be used only for official purposes." You suggest that that be stricken out; that is a mistake, is it?

Mr. TAYLOR. I do not mean to strike that out. We aim to have that as it has always appeared. I think it is very proper to have that in.

Mr. HEMENWAY. For books you increase from \$500 to \$1,000?

Mr. TAYLOR. Yes, sir; we find we have been hampered ever since Congress made that change years ago, and we have not been able to buy all we needed in that line. Up to this time this year the Attorney-General alone purchased \$263.47 worth of law books. Taking that out of \$500 to run us through the last half of the year leaves us only a scanty amount in proportion. For instance, the Dead-Letter Office has need of a set of directories of all the cities and towns of any importance through the country.

Mr. HEMENWAY. For telephone service, \$3,985; that is new, is it?

Mr. TAYLOR. Yes; that is in a measure new. We had in the old building a limited service. Going down to the new building, it was necessary to put in a more complete service, which was done through the direction of the Postmaster-General, and in fact the First Assistant Postmaster-General had charge of the installing of the service; he made the plans and the agreement, and the amount that is asked for there is what is actually needed for our service.

Mr. HEMENWAY. How have you paid for this service up to date?

Mr. TAYLOR. We paid for it out of the contingent appropriation heretofore, but the contingent fund will not stand the strain any longer.

Mr. HEMENWAY. For rent of stable, \$240. You are now renting a stable?

Mr. TAYLOR. We are renting a stable in this way—we are using the stable, but under the law we can not rent any; and while we occupied the old building and rented the topographic office there was a stable attached which went in as a part of the rent of that building, and when we had to vacate that building we had to vacate the stable, leaving the Postmaster-General out in the cold; so we temporarily got a stable, for which we agreed to pay a certain rent if Congress made the appropriation.

Mr. HEMENWAY. For publication of copies of the Official Postal Guide, including not exceeding 1,500 for the use of the Executive Departments. How about your contract for the Official Guide? How do you make contracts? Do you let them to the lowest bidder?

Mr. TAYLOR. Yes, sir. It did not really occur to me until recently there should be a slight increase of that, owing to the extended service and the increased size and possibly the increase of the contract, our contract to be let this year, we probably will not get out on this appropriation.

Mr. HEMENWAY. What do you pay per book?

Mr. TAYLOR. I think the contract is about 14 cents—that is, for the annual guide.

Mr. PUGH. What number of annual guides do you have published?

Mr. TAYLOR. Our first order is about 90,000 copies, and that has to be increased through the year.

Mr. PUGH. How many in excess of those distributed to the postmasters of the country?

Mr. TAYLOR. The law requires we distribute 1,500 guides to the executive departments which we have always heretofore. I doubt this year whether we will be able to supply them any additional numbers. Each member and Senator gets a copy and we have no other distribution over that. Many postmasters require two guides a year; they will wear out; one copy will become worn badly, and we have to often supply them in that way.

POST-OFFICE DEPARTMENT,
OFFICE OF THE CHIEF CLERK,
Washington, D. C., February 7, 1900.

SIR: I have the honor to submit a statement herewith in reference to the appropriation for fuel and repairs to the heating, lighting, and power plant, from which it appears that of the \$9,000 appropriation for the year 1900, only \$216.50 had been expended at the time of the removal of the Department to its present quarters. In addition to this information, I submit in a hurried manner some of the items upon which the \$30,000 estimate was based. In considering this item, it should be remembered that the item for gas and electric lights has been reduced from \$4,500 to \$1,000 for the year 1901. All expenditures for electric-light fixtures will, in the next year, have to be paid out of the \$30,000 appropriation. The electrician estimates the expenditure for this purpose at between \$5,000 and \$6,000.

Very respectfully,

BLAIN W. TAYLOR, *Chief Clerk.*

Hon. J. A. HEMENWAY,

Acting Chairman Subcommittee on Appropriations, House of Representatives.

Appropriation for fuel and repairs to heating apparatus, 1900.....	\$9,000.00
Expended up to date of occupation of new building.....	216.50
Expended since occupation of new building.....	4,809.42
Orders out.....	2,615.69
	7,425.11
Estimate for coal for five months.....	3,762.50
Estimate for oil, packing, and waste.....	904.00
Estimate for brickwork and grate bars.....	1,090.00
	13,181.61
Estimate for new motors.....	700.00
Electric globes and fixtures for one year.....	3,000.00
Electric wire and other supplies.....	2,000.00
	18,881.61
	216.50
	18,881.61
	19,098.11
Three months additional for coal, packing, waste, oil, etc., for new building not expended in the old building.....	2,290.50
	21,388.61

POST-OFFICE DEPARTMENT,
OFFICE OF THE CHIEF CLERK,
Washington, D. C., February 7, 1900.

Hon. J. A. HEMENWAY,
*Acting Chairman Subcommittee on Appropriations,
House of Representatives.*

SIR: I have the honor to inclose herewith, in compliance with your request, made when before your committee yesterday, a list of the employees carried on the city post-office roll who are now performing service on the engineer's force of this Department. It will be seen that there is some irregularity in the salaries paid the people doing the same class of work. This office is not responsible for the salaries fixed. Quite a number were performing service for the city post-office when the Department proper moved into the building.

Referring to the question of salary for the chief engineer of this Department, I desire to state that the responsibility and care of the vast machinery of this Department devolves entirely upon him. Reference was made in the committee yesterday to the fact that the engineer at the War Department received only \$1,200. As I understand the situation, that officer is but a subordinate to the superintendent of the building, who is an expert engineer. The assistant engineer, at \$1,200, asked for in the Post-Office Department appropriation, corresponds to the engineer at the same salary in the State, War, and Navy building.

Very respectfully,

BLAIN W. TAYLOR, *Chief Clerk.*

List of employees detailed from the Washington City post-office and actually employed in the Post-Office Department, together with salaries paid to each.

Name.	Title.	Salary.
Thomas, Geo. J	Assistant engineer	\$1,000
McCartney, Madison W	do	1,000
Silcott, T	do	1,000
Fox, Jos. W	do	1,000
Lloyd, Jno. H	Electrician	1,200
Riddle, A. S.	Assistant electrician	1,200
Scotfield, A. J. W	do	1,000
Barber, L. J	Dynamo tender	900
Dowling, E. J	do	900
Coffman, J. B	do	900
Rowan, Jno. A	Fireman	720
Cook, Geo. H.	do	720
Milstead, Thos.	do	720
Brown, Boston	do	720
Baxter, Geo. W	do	720
Dewer, James	do	720
Hensley, R. E.	Laborer (elevator conductor)	700
Leavy, Albert A	do	700
Ball, Norville E.	do	700
Blois, James E.	do	700
Floyd, Geo. W	do	700
Norman, T. H.	do	700
Snyder, Wm.	Laborer (coal passer)	450
Turner, Wm. W	do	450
Webb, Geo.	do	450
Eldridge, Wm. T.	do	700
Dunn, Wm. E.	do	700
Zeller, Conrad	do	600
Robinson, N. H.	do	600
Turner, Cornelius J.	do	600
Hardy, Danl.	do	500
Lee, Danl. J.	do	500
Torbert, J. J.	do	500

OFFICE OF ASSISTANT ATTORNEY-GENERAL FOR THE POST-OFFICE
DEPARTMENT.

STATEMENT OF MR. H. J. BARRETT, ASSISTANT ATTORNEY,
POST-OFFICE DEPARTMENT.

MR. HEMENWAY. The first change in your estimate here is the recommendation that the salary of the assistant attorney be increased from \$2,500 to \$3,000.

MR. BARRETT. Yes, sir.

MR. HEMENWAY. I believe the assistant attorney was designated as chief clerk or under some other designation?

Mr. BARRETT. He was formerly designated as law clerk. That is the position I hold. General Tyner expected to be present—he is the Assistant Attorney-General—but he was detained at the last moment, and he asked me to come up here.

Mr. HEMENWAY. We changed the title of law clerk to assistant attorney?

Mr. BARRETT. Yes, sir; at the last session.

Mr. HEMENWAY. I see you ask for a law clerk.

Mr. BARRETT. Yes, sir; under the organization of the Department the Assistant Attorney-General is an officer of the Department of Justice, and is assigned to the Post-Office to take charge of the law business. In his absence the assistant attorney acts as Assistant Attorney-General and has charge of the law business of the Department. Of course, during his presence he is the assistant law officer.

Mr. HEMENWAY. Was not some statement made at the time the law clerk was designated as assistant attorney that there would not be a recommendation for an increase of salary the next year following?

Mr. BARRETT. I think the chairman of the committee suggested that that was the object of the change—the chairman of your subcommittee.

Mr. HEMENWAY. Was there not some reply that that was not the object?

Mr. BARRETT. That was not the object, because the recommendation had been here before for an increase; this is not the first recommendation for an increase. You will find the Postmaster-General had recommended it before.

Mr. HEMENWAY. I notice next you ask for two clerks of class 2, an increase of one, and you drop one clerk of class 1; that would result in the promotion of one man from class 1 to class 2?

Mr. BARRETT. I would like to state we have recommended here an additional law clerk—

Mr. HEMENWAY. We understand that.

Mr. BARRETT. If I might state for one minute. I think the proposed increase in the compensation of the assistant attorney is simply consistent with that paid the law officers in the other Departments. The assistant solicitor of the Treasury receives \$3,000, the assistant attorney in the Department of Justice receives the same, and I think in the Interior Department. Now, so far as the law clerk is concerned, the report of the Assistant Attorney-General would indicate we have a great deal of law business. We consider all questions of law arising in the postal service, we consider all questions which involve discussion of testimony, all cases of compromises relative to the postal service, which are quite numerous.

Mr. HEMENWAY. Those matters have all been considered in the office heretofore?

Mr. BARRETT. They have all been considered, but they have increased in volume. Here is the report of the Assistant Attorney-General, which shows in regular order the amount of business. The business has very largely increased, and a great deal of it has had to be left undone. We have no records; we have no indexes of our opinions at all we can put our hands on, because we have no force to make such indexes, and the object of a law clerk is that we may give more thorough consideration of law matters and keep our records in a better condition. Now, as to the dropping of a clerk of class 1 and adding a clerk of class 2. We have employed in that office three clerks who are lawyers or are graduates of a law school, and I think two of them are members of the bar, and who, in addition to giving assistance in law matters, hunting up cases, perform the stenographic work of the office, and two of them receive \$1,200.

There is no opportunity in the office to give them any addition, and there is no incentive to better work, and they are all three very competent young men, and the Assistant Attorney-General has proposed that he have one at \$1,400 in place of \$1,200, so as to enable him to give some recognition to these young men. He suggested to me when I left he was not averse to making all three at \$1,400 instead of one at \$1,600, and one at \$1,400, and one at \$1,200, so as to give equal recognition to all of them. They are all competent and rendering good service.

Mr. HEMENWAY. That is, he is willing to reduce the clerk of class 3?

Mr. BARRETT. Yes; a clerk of class 3. The clerk of class 4 gets \$1,800. He performs the duty of chief of the claims division, which considers the claims of postmasters.

Mr. HEMENWAY. You reduce the clerk of class 3 to class 2?

Mr. BARRETT. If we could have all three at the same grade, that is, drop the clerk of class 1 and give us clerks of class 2, that would put them all on an equal footing in the office. They have equal merit and perform about equal service. Now, we have asked for one more clerk of a thousand dollars. We have a good deal of clerical duty in keeping up the files and records of the office, which are now not in the condition they ought to be by reason of the fact that we have not the force. There is a good deal of work performed in the office and the force is very small, and we consider that the increase we have asked in actual amount which is simply a law clerk and one clerk at \$1,000—

Mr. HEMENWAY. There are seven now in your office and you want it increased by two?

Mr. BARRETT. Yes, sir; we want it increased by two men. We have asked the increase of salaries in order to properly reward—

Mr. HEMENWAY. You propose to increase the expenses of the office nearly \$4,000 for clerical help?

Mr. BARRETT. Yes, sir.

OFFICE OF FIRST ASSISTANT POSTMASTER-GENERAL.

STATEMENT OF MR. A. W. MACHEN, SUPERINTENDENT OF FREE-DELIVERY SYSTEM.

Mr. HEMENWAY. On page 210 is the first change in the estimate where you ask for an assistant superintendent of salary and allowance division at \$2,000. Will you please state to the committee the necessity for this increase?

Mr. MACHEN. Gentlemen, the salary and allowance division in point of business is the largest division of the Bureau of the First Assistant Postmaster-General. It handles the largest portion of his appropriation, and, I suppose, the salary and allowance division and free-delivery division together constitute the heavy end of the Bureau. The salary and allowance division has had no assistant superintendent, and very frequently the superintendent is away, like he is to-day, on his way to Europe, and there is nobody there but a clerk to detail to sign the authorizations for the expenditure of money, and the Postmaster-General and General Heath believe that this division ought to have an assistant superintendent, the same as my division, and I have three, and I am asking for another.

Mr. HEMENWAY. How are these assistant superintendents appointed; through the civil service?

Mr. MACHEN. Through the civil service.

Mr. LIVINGSTON. Is there no way of getting around that?

Mr. MACHEN. I suppose there is no other division in the Department to which my division is so intimately related as the salary and allowance division, and I can not see why that division should not have an assistant.

Mr. LIVINGSTON. That is not the point. Is there no way of getting around drawing him through the civil service?

Mr. MACHEN. No, sir.

Mr. LIVINGSTON. You have got to take them that way?

Mr. MACHEN. You see all these classes are in the classified service, and the superintendent himself is in the classified service, and all positions under him.

Mr. HEMENWAY. The superintendent of the division of post-office supplies is increased \$500?

Mr. MACHEN. Yes, sir; the supply division of course handles all the supplies for the Department—departmental, postal service, and all post-offices, including supply of cancellation stamps, to the 70,000 offices in the country. That business is increasing in proportion to the increase of business in other divisions in the last five or six years, and since we have assumed charge of the business in the Philippines and Puerto Rico, and still conduct the military service in Cuba, it has added a considerable burden of work to this division. He disburses—I am not sure, but I think it is—about \$1,000,000, or \$700,000 or \$800,000 a year for supplies.

Mr. HEMENWAY. Then you ask for an assistant superintendent of division of post-office supplies at \$1,800.

Mr. MACHEN. That is only an increase of \$200, I take it.

Mr. HEMENWAY. You drop a clerk of class 4?

Mr. MACHEN. In other words, we make a clerk who is used as an assistant and give him the title of assistant superintendent and increase his salary from \$1,600 to \$1,800.

Mr. PUGH. You will not change his present duties but give him what you think he ought to have?

Mr. MACHEN. Yes, sir. You see that is in the same line that in the absence of the superintendent he is the one who has to authorize and O. K. the expenditure of money.

Mr. HEMENWAY. The chief of the correspondence division you propose in place of a clerk of class 4?

Mr. MACHEN. Yes, sir.

Mr. HEMENWAY. And you give him \$2,000?

Mr. MACHEN. And call him the superintendent. That division, of course, has been properly a division for the last ten or fifteen years. The clerk in charge of that bureau never had the salary raised and he is doing the work of a regular superintendent. The reason we did not make him superintendent was that it would place him out of the classified service, and that is one reason why the incumbent, at his own request, did not desire the salary increased because it would take him out of the classified service.

Mr. HEMENWAY. Under the present ruling it would not take him out of the classified service?

Mr. MACHEN. No, sir; the increase in the salary would not make any difference in his classification.

Mr. HEMENWAY. You drop one clerk of class 1 and you add one clerk of class 2, that would result in a promotion again?

Mr. MACHEN. Yes; of \$200.

Mr. HEMENWAY. And the one clerk of class 1 who is dropped is put in as one clerk of class 1 who shall be departmental telegraph operator—it just changes his designation?

Mr. MACHEN. The Postmaster-General sent a letter to the Secretary of the Treasury yesterday for transmission to Congress, amending his estimate to the extent of asking for four assistant superintendents of free delivery instead of three. I am advised that letter would be given to the Speaker, or the Speaker will refer it to-day to this committee, and with that letter are attached letters setting forth the necessity of the employment of another assistant superintendent, and I would like to explain—

Mr. HEMENWAY. Before we get to that letter, let us complete this.

Mr. MACHEN. I thought we had completed it.

Mr. HEMENWAY. I believe we have. Now, we gave you one assistant superintendent of free delivery a year ago?

Mr. MACHEN. Two years ago you gave me two; one was employed in the eastern part of the country, one is located at Washington and employed for the Southern States, and then there was one employed at Chicago for the Western States, everything west of Ohio, including Ohio and all the States west of the Mississippi River.

Mr. LIVINGSTON. And you want one to go on the other side of the Rockies.

Mr. MACHEN. Yes, sir; and although I have had these men employed for two years, to-day, for the first time, one of my assistants has gone over to the Pacific slope to make an investigation of the service there, and the benefits we have been able to show in the employment of these men as direct representatives of the office in the investigation of free-delivery offices and the distribution of force at free-delivery offices and giving the postmasters a clear understanding of the application of the eight-hour law, and at the same time obtaining from the carriers as full a return as possible for the salary they get within the eight hours, we have been able to do such good work in the last two years that the Department strongly urges that we be given one more assistant to have charge of the extreme Western States, including the Pacific slope.

In eight years no representative of the Department has had time to visit the Pacific slope, and I can see almost daily where the absence of somebody from the Department who is familiar with the organization of the service as we handle it from the Department from the slope has caused a good many misunderstandings, and little irregularities crawl into the service which we can hardly straighten out by correspondence. The amount to be gained by the proper application of the 8-hour law would more than compensate and make up the salary of this assistant superintendent. The regular inspectors have such a multiplicity of things to look after that they can not give the investigation of the free-delivery service the attention that it requires, and the work we have done the last two or three years to stop the making of overtime alone is saving the Government to-day \$100,000 a year, because before that time, from 1888 to 1894, the Government had to pay, in judgments rendered by the Court of Claims, over \$3,500,000 for six years.

Mr. HEMENWAY. You think that a large amount of that can be saved by having these additional assistants?

Mr. MACHEN. I say, the investigations we have been able to make in the large offices in the East and Middle West have not only prevented the making of overtime, but they also disclose places where the carriers were making undertime; that is, to say, not using the entire amount of the eight hours.

Mr. LIVINGSTON. In other words, you proportion the work of the men and save in time?

Mr. MACHEN. Yes, sir. Just to give you an idea of it, we take two towns of 10,000 inhabitants, say, with four letter carriers in each town. We find in one of the towns the carriers will make two deliveries a day, or three deliveries a day, and serve an average of 2,500 people.

We find in the other town with the same number of carriers presenting similar conditions and about the same population the carriers are making four deliveries a day. Well, there is something wrong there. Either in one office the postmaster is requiring his men to work overtime to put in those four deliveries, or else they are working properly and giving all the service possible, or else in the other place there is some mismanagement and the force is not handled properly in order to get all the work possible, and that investigation invariably discloses the fact that in this one office the postmaster would be allowing the carriers to remain in the office too long, to lounge around the office when they should be on the routes, or we might find in the other office where a postmaster regardless of the law would say, "You go out

and make this service whether you make eight hours or nine hours." One evil is just as bad as the other. In one case we are losing time, and in the other case we are building up a claim against the Government which finally will be filed in the Court of Claims.

Mr. PUGH. Who regulates the number of deliveries per day at a free delivery office?

Mr. MACHEN. The inspector and now one of the superintendents, who makes the original investigation to determine whether or not a town is intitled to free delivery, and fixes the routes and the number of deliveries and the collections to be made daily. Then after that an investigation is made from time to time when the postmaster makes application for an additional carrier or, say, for the purpose of giving the business people an additional delivery or an additional collection. Before his application is granted we make an investigation to determine whether or not he can do what he wants to do with his present force, or by a rearrangement of his present force he can get the same results. That is what we have been doing with these assistants.

There is one item General Heath says is an error, and he wanted me to call attention to it, and that is in regard to the matter of temporary clerks. If you notice there it says, "temporary clerks, six months, \$13,400." According to the estimates originally prepared in General Heath's office—but in being transposed by the chief clerk there was an error made—it should be nine months, the same as it was this year, and the amount \$20,050.

Mr. HEMENWAY. Will these clerks be necessary for the service another fiscal year?

Mr. MACHEN. I think so, judging from the temporary clerks who have been assigned to my office. These temporary clerks were put on to take up the increase of business.

Now, I know General Heath asked for 16 additional permanent clerks, and the committee felt that they could not authorize the additional clerks, so at the committee's own suggestion they were made temporary clerks for nine months. Two of those clerks were assigned to my division, and I have had to use them in the extraordinary amount of work which comes up in a division like mine every few years. Every eight or ten years the records have to be copied in my office—20,000 carriers—and we have to transfer their names from the old book to the new book, which under the new bonding system we have to keep. We had to examine the files of bonds which had been filed for thirty years, numbering something like 30,000 bonds, and in order to do that and make the necessary preparation for bonding in surety companies it took the time and is now taking the time of these temporary clerks.

Mr. HEMENWAY. You think the whole list of temporary clerks is necessary for another year. If you do not know definitely about it, have General Heath write us a letter.

Mr. MACHEN. Yes; I will tell him. He gave me a memorandum to call this to the committee's attention, and I suggested that he write an official letter through the Secretary of the Treasury and—

Mr. HEMENWAY. He can write a letter direct to the committee and state whether it is necessary to continue these clerks another year as temporary clerks.

Mr. LIVINGSTON. And for nine months instead of six?

Mr. MACHEN. Yes, sir.

OFFICE OF SECOND ASSISTANT POSTMASTER-GENERAL.

STATEMENT OF MR. W. S. SHALLENBERGER, SECOND ASSISTANT POSTMASTER-GENERAL.

Mr. HEMENWAY. You ask for a chief of the contract division, \$2,000, and chief of the mail equipment division, \$2,000, and you drop two clerks of class 4. You have assigned to this work now clerks of class 4?

Mr. SHALLENBERGER. Yes, sir.

Mr. HEMENWAY. And by designating them as chiefs of divisions you increase their salary to \$2,000?

Mr. SHALLENBERGER. Yes, sir.

In connection with estimates submitted for the clerical force of the office of the Second Assistant Postmaster-General for the fiscal year ending June 30, 1901, I desire to say in explanation of the estimate for a chief of the contract division, at \$2,000 a year, in lieu of one clerk, at \$1,800 a year, that previous to the removal of the Department to the new building, the chief clerk of the Bureau, in addition to the numerous and important duties pertaining directly to his office, was acting chief of the contract division, relying upon an \$1,800 clerk at an adjoining desk to perform substantially the burden of work. Upon the removal of the Department it became necessary to locate the contract division in a part of the building remote from the head of the office and of that of the chief clerk. This rendered the appoint-

ment of a chief of division imperative, and by an order of the Postmaster-General the chief clerk was relieved of the duties of acting chief of the contract division and an \$1,800 clerk selected as acting chief.

The recommendation now is to provide the usual salary for a position that is already in existence and is absolutely necessary. I may say that the contract division is by far the largest division, numerically, in this Bureau and one of the largest in the Department. It has under its care the transportation of mails on all star and steamboat routes throughout the country; prepares all advertisements inviting proposals for service on these routes; prepares orders awarding the contracts; considers all questions pertaining to the establishment of new service, increase or decrease in the frequency of trips, extension or curtailment of routes, fixing schedules of departures and arrivals; and conducts correspondence concerning these subjects. The number of \$1,800 clerks will be reduced by one and the actual increase in expenditures only \$200.

In explanation of the estimate for chief of the mail equipment division, at \$2,000, in lieu of one clerk, at \$1,800, I will say that twenty years ago, when the number of post-offices in the United States was 37,345 (one-half of the present number), and the number of postal clerks in the service 2,608 (less than one-third of the present number), and when the force of clerks in the office of this particular division of the Department consisted of 6 clerks, the repair work being done under the supervision of postmasters at a number of the large post-offices throughout the country, a clerk in charge of the division received a salary of \$1,800 per annum for his services. About ten years ago all mail-bag and lock-repair work, for satisfactory reasons, was concentrated in Washington, where it is found that it can be done more economically, satisfactorily, and expeditiously under the direct supervision of this office. The force employed under the direction of the chief of the mail equipment division, at present, consists of 7 employees in connection with a force of more than 300 men and women employed at the mail-bag and lock-repair shops engaged in the manufacture and repair of articles used in the postal service.

The chief of this division is the purchasing agent of the two establishments, and the interests of the service clearly justify a salary of \$2,000 for the chief of this important division. The actual increase in expenditures will be \$200. In this connection I think it due to this division to say that while the postal business in all its branches for the past two years shows an increase of over 12 per cent, there has actually been a decrease of nearly \$70,000 in the amount expended for mail equipment, although during that period more than 330,000 mail pouches and sacks have been condemned as worn out and unfit for further use, and have been replaced with new stock. In addition to this a quantity sufficient to meet the abnormal increase in postal business, which has arisen since the general revival of business throughout the United States, has either been purchased under a contract or made at the shop.

The CHAIRMAN. Those gentlemen are now performing these duties, and as far as the change of conduct in your office is concerned there will be none. It will be performed just the same as it is now, except those clerks of class 4 will be designated chiefs of division and receive \$200 per annum more of salary. That is the only change?

Mr. SHALLENBERGER. That is the only change desired.

In explanation of the estimate for two additional clerks, at a salary of \$1,000 each, for the office of the Second Assistant Postmaster-General, it may be stated that these two clerks are absolutely necessary by reason of the increased work consequent upon the rapid growth of the postal service. The last readjustment of pay of railroad companies, which took effect July 1, 1899, and should have been completed about that date, the railway adjustment division was not able to complete until October following. The certifications from the division of inspection, on which payments were based for the quarter ended September 30, 1899, were also delayed. The men throughout the office are putting in a good deal of overtime work. By an actual record for the four months ended with January, 1900, the overtime put in by the men in this office amounted to the full time of three and one-half clerks; and this is likely to increase rather than diminish. The additional assistant messenger estimated for is made necessary by the rearrangement of force in the new building, the various divisions of the office being located on different floors, particularly the separation of the railway adjustment division from the contract division, and by the general increase of the work of the office.

OFFICE OF THIRD ASSISTANT POSTMASTER-GENERAL.

STATEMENT OF MR. E. C. MADDEN, THIRD ASSISTANT POSTMASTER-GENERAL.

Mr. HEMENWAY. You will notice the first change made in the estimate is a recommendation that the chief of the division of postage stamps be increased from \$2,250 to \$2,500 per year. What have you to say as to the necessity of increasing that salary \$250 per year?

Mr. MADDEN. The first reason is because it is absolutely just and ought to be done, and because the position should be paid that amount of money and ought to be paid more in fact. I came from a post-office, when I came into the Department, after having had ten years' experience as a post-office man.

I found throughout the post-offices of the country there were superintendents drawing higher salaries than men in the Department who are holding great deal higher and more responsible positions. We have a superintendent of mails in the city of Detroit, a city with a population of 312,000, who gets \$2,600 a year, and it is not anything like as responsible a position as that of a superintendent or chief of division at the Post-Office-Department.

Mr. HEMENWAY. Do you not think his salary should be reduced instead of the salary here being increased?

Mr. MADDEN. I can not argue on that line. I think the Government ought to pay good salaries to its employees.

Mr. HEMENWAY. I am assuming \$2,250 is a pretty good salary.

Mr. MADDEN. He has charge of the issuance of stamps to all post-offices in the country. He has the largest division in the Post-Office Department. We have a superintendent of free delivery who gets \$3,000, we have a superintendent of the money-order division who gets \$3,000 here, and a superintendent of salary and allowance division who gets \$3,000 a year, and here is the chief of the stamp division, who holds a high and responsible position, who only gets \$2,250.

Mr. HEMENWAY. You recommend the chief of the finance division be increased by \$250?

Mr. MADDEN. Just let me say in connection with that, further, that the salary was once \$2,500 and was reduced in 1877. It is merely a restoration to the former amount that was paid that position.

Mr. HEMENWAY. Chief of the division of files and records, \$2,000; chief of registration division, \$2,000; chief of classification division, \$2,000; chief of redemption division, \$2,000. That is all new, is it?

Mr. MADDEN. That is new. As I say, I went over my division and I find here are men holding very responsible positions, more responsible than any position can be in any post-office, and getting less salary or no more salary than some clerks in some post-offices in the country, and in no bureau of the Post-Office Department are salaries so low as in the Third Assistant's. Now, the Third Assistant's bureau, as the revenue end of the Post-Office Department, really ought to have the most competent men that can possibly be obtained.

It is a bureau which produces \$95,000,000 every year—that is to say, it guards the revenues. It classifies all mail matter, and it requires, if it does anywhere in the Department, a high degree of brains put into it, and I claim that the position itself should command that salary and even more. It is a modest recommendation, in my judgment.

Mr. LIVINGSTON. When you take your reductions suggested in your estimate and your increases, what is the difference in the total?

Mr. MADDEN. The number of employees is not increased, but the total is increased \$3,800, or about that.

Mr. LIVINGSTON. That all means promotions?

Mr. MADDEN. Yes.

Mr. HEMENWAY. Taking your estimates as a whole, I understand you do not increase the number of employees, but simply promote so as to increase the pay something like \$4,000.

Mr. MADDEN. Yes. Let me say the reason for proceeding in that way is this. I found the bureau deficient in two things—first in the salaries that ought to be paid and next in the amount of help. I felt that I could not ask you to take care of both at the same time, but I thought if I could bring the salaries to where they ought to be I could command the service of these men better than I could if they continued to be paid at the same rate they are now being paid. Next year I will have to ask an increase of help.

I sent to one of the divisions to make inquiries about a certain matter, and I find it is totally neglected. I ask "Why is it neglected?" They say, "We have not got help enough to do it." Here is one branch, the registry division, for which I

have asked two clerks. That will pay in the collections we will make and which we are unable to take up to-day because we have not got the help to handle it. The chief of division of postage reports to the Department every week. Every postmaster sends in what is known as a report on stamp collections on registered matter. We find there are a number of offices which never make a report, but we can not get after these postmasters and compel them to make the reports they ought to because we have not got the help to do it.

Mr. HEMENWAY. Had you not better in place of increasing salaries increase the number of employees?

Mr. MADDEN. You spoke of the chief of the registry division at \$2,000, a minute ago. The Postmaster-General has written a letter I presume—

Mr. HEMENWAY. I will take that up in a minute.

Mr. MADDEN. That was the first consideration.

Mr. HEMENWAY. Then you have nothing further to offer as to the increase in salary?

Mr. MADDEN. Except that it seems to me it ought to be done as a matter of good business and as a matter to promote the interest of good administration.

Mr. HEMENWAY. Now, I have a letter from the Postmaster-General, addressed to Mr. Cannon, in which he recommends as follows:

OFFICE OF THE POSTMASTER-GENERAL,
Washington, D. C., January 24, 1900.

Hon. JOSEPH G. CANNON,

Chairman Committee on Appropriations, House of Representatives.

SIR: In submitting the estimates of appropriations for the Post-Office Department for the fiscal year beginning July 1, next, one important element was entirely omitted. The omission was due to the fact that the plans at the date of submitting the estimates were incomplete.

I now beg that your committee amend the estimates for appropriations for the office of the Third Assistant Postmaster-General for the year ending June 30, 1901, by striking out the sixth item, as follows:

Chief of registry division \$2,000.00

and submitting in lieu the following items:

Superintendent of registry system 2,500.00

Six assistant superintendents of registry system at, \$2,000 each 12,000.00

For per diem allowance for assistant superintendents of registry system,
when actually traveling on business of the Post-Office Department... 8,760.00

Again, strike out item 15, as follows:

Three clerks, at \$900 each 2,700.00

Substitute in lieu thereof:

Five clerks, at \$900 each 4,500.00

This will change the total estimates for the office of the Third Assistant Postmaster-General from \$133,270 to \$156,330.

This request is submitted because the Department has now developed a plan to simplify, perfect, extend, safeguard, and expedite, and thus popularize the registry service in such a measure as to bring about the use of this system, rather than of the ordinary mails, by the people generally, for the transmission of valuable matter. The reasons for seeking such a result are obvious.

The registry system is one of the most far-reaching and important branches of the postal service, and in twenty-five years Congress has not been asked to allow anything for it but the recent appropriation of \$6,000 to pay the limited indemnity for lost first-class matter.

The system has struggled along to its present state of development without special design or assistance, and it is now proposed by the Department to lift it up to the level of excellence attained by all the other branches.

During the last fiscal year more than a billion and a half dollars of money were carried in the registered mails for the Treasury and the Post-Office Departments alone, and fully as much, if not more, for private individuals and concerns. Indeed, at the present time, the system is patronized by none more than by the banks and moneyed institutions of the country.

Notwithstanding the fact that the system is in operation in every post-office in the country, upward of 75,000 in number, with their thousands of stations and substations, and that in a large majority of the small places it is absolutely the only means of sending remittances, except in the ordinary mails, yet it is estimated that not one person in fifty, outside of the business world, knows of its advantages or has ever patronized the service.

There are many millions of letters containing money or other valuable matter sent in the ordinary mails every year. These valuable unregistered letters are the bane of the postal service, a temptation to its employees, and the cause of thousands of fruitless and expensive investigations, in many cases equally unsatisfactory to the Department and to the people whose letters have been lost, stolen, rifled, or misdelivered. The increased cost of the service herein recommended will soon be saved in the decreased expenses for these investigations, not to mention the revenue which will accrue from the greatly increased registry business which is sure to follow.

By proper effort and business management it is believed that a large majority of these valuable letters now sent in the ordinary mails may be gathered into the registered mails, where every article can be traced, and the Department can put its hands on the man responsible for any loss. Instead of the 16,000,000 pieces which were registered during the last fiscal year, it is easily possible soon to increase the number tenfold—to 160,000,000—and instead of more than \$1,000,000 in registry fees which were received during the last fiscal year, upward of \$10,000,000 should be the revenue from this source.

With the facilities at its command, the Department has already taken a step in the registration of letters by carriers at house doors which promises a substantial increase in the registry business, and there are other equally important measures awaiting adoption when the proper means to carry them out are provided.

The money-order and free-delivery branches of the postal service, neither of which applies to half as many offices as the registry service, are provided with efficient superintendents and a satisfactory working force. The Railway Mail Service, too, has its general superintendent, assistant general superintendent, and a large and deservedly well-paid corps of superintendents and assistant superintendents. Even the foreign mails office has its superintendent and an adequate force of capable subordinates.

The registry system alone is left under the management of a small force of ordinary clerks, supervised by one of their number without title, rank, or commensurate salary, just as in the days of its infancy before the service had won the confidence of the business world to its patronage.

The superintendent of registry system herein asked for will, of course, be stationed at and assume control of the service in the Department. The assistants will be stationed at different points throughout the country, and, under the supervision of the Department, will be required to visit post-offices, instruct postmasters, simplify and perfect office systems, and arrange for the proper handling of registered matter at all points in their respective districts.

The need of the provision herein outlined is imperative, and I regard the whole proposition as one that should receive the ready sanction of your committee and Congress, upon the sound principle that it will be a paying investment for the Government.

Commending the subject to the prompt and favorable consideration of your committee, I am,

Respectfully,

CH. EMORY SMITH,
Postmaster-General.

Mr. HEMENWAY. Now we will be pleased to hear you.

Mr. MADDEN. My reasons are these: I came to the Department a trained registry man, having had ten years' training in a large post-office of the country. I have been a student of the registry system. I have known for ten years that it is not what it ought to be. We are registering 16,000,000 pieces a year and we ought to register 160,000,000 pieces a year. The reason for it is this: The service has never kept abreast with the other branches of the postal system. Twenty-five years have passed since Congress has been asked to do a single thing for the registry branch. The service is now in the hands of men known as clerks. Consider the vast number of offices they have to deal with—75,000—and think of that system with a clerk in charge of it.

We have in the free delivery division, if I may refer to that, a superintendent who covers merely 777 offices, and the superintendent of the money-order division covers 28,000, not over one-third that which the registry system covers, and yet it has a clerk in charge of it—an \$1,800 clerk. Now I propose to do something with that system, if you will give me the men to do it with, and that is to create a superintendent, a man who will be dignified by his title, with a salary sufficient to command respect that the Department ought to command with the postmasters of the country, and we shall develop that system and bring it abreast with the other parts of the postal system. That is to say, we want to remove from the mails the millions of ordinary valuable letters which are now ordinarily sent in it, and which ought to be taken out.

We conduct thousands upon thousands of senseless, useless investigations to discover the loss of ordinary valuable letters. If you get the experience of the post-

office you will find that when some of these complaints come in and you take them up and ask, "Why did not you register your letter?" they will say, "What is a registered letter?" That is the answer. "I do not know anything about it and never heard of it; I did not know there is such a thing." I say not one in fifty persons know anything about the registry system of the United States Post-Office Department, and it is due to the fact that the business has been stagnant for so many years. I have asked for this to build up a system, and I want to have a superintendent in the Department as we ought to have, and I want to have six assistant superintendents, located in various fields throughout the country, whose duties will be to visit the post-offices in that territory and perfect the workings of the registry system in those offices.

They will be required to refer from office to office the better methods they find in one and transport them to another, until we finally perfect this system where it ought to be, and where we will not lose one letter in two or three hundred thousand, where we lose now one in thirty thousand.

Mr. HEMENWAY. You lose now about one in thirty thousand?

Mr. MADDEN. About one in thirty thousand.

Mr. HEMENWAY. Now, in sending letters through the mail containing money, how many of them disappear?

Mr. MADDEN. We never hear, probably, from more than 4 or 5 per cent of the losses, and yet those amount to thousands upon thousands, and we are conducting investigations to discover those letters which are actually useless.

Mr. HEMENWAY. You insist by encouraging the system of registering letters that contain money you will save to the Government a great deal of money now expended in searching out or trying to search out the clerks who take those letters from the mails and open them and dispose of the money?

Mr. MADDEN. Exactly. I claim that the expenditure I ask of you to improve this system will be redeemed to the Government by the lessening of these useless investigations alone, leaving the question—

Mr. HEMENWAY. You call them useless; why are they useless?

Mr. MADDEN. Because not one in a hundred amounts to anything. You put \$5 in a letter in the city of Washington and send it to New York, and if it fails to get there, you come to the postmaster and say you sent a letter in the ordinary mail with \$5 and he will give you a blank form to fill out, and that will pass through the Post-Office Department and through the different hands, and the result of it is we can not locate it.

Mr. HEMENWAY. What per cent of it is it where you do locate the men?

Mr. PUGH. Not over 5 per cent, he says.

Mr. MADDEN. I do not think it is that great. Of course all we can do when we investigate is this: Where they multiply in a certain locality that indicates that in that locality is a thief, and we send a post-office inspector after him, and sometimes they are years in catching him.

Mr. HEMENWAY. Is there anything about a letter that contains money that a clerk by handling it can discover the letter contains money?

Mr. MADDEN. That is a debatable question; I can not tell.

Mr. HEMENWAY. What do you say; can a clerk in handling those letters when he gets one containing money in it tell by the touch?

Mr. MADDEN. It is a fact, it is claimed, that men expert in handling letters can tell when they contain money. It is said they can tell by the smell of it for one thing, but there are a lot of statements on that subject, none of which I would be responsible for, for I question whether a man could actually tell, but it is a fact that money letters disappear.

Mr. HEMENWAY. About how many per year disappear?

Mr. MADDEN. It is impossible for me to tell. I have not the figures before me. It is well known that not over 5 or 6 per cent are actually reported. A person loses a letter and knows it is useless to make a complaint about it, and we never hear anything about it.

Mr. HEMENWAY. How long have you been in the service?

Mr. MADDEN. Ten years.

Mr. HEMENWAY. What has your experience been—in what branch?

Mr. MADDEN. In the registry system the entire ten years.

Mr. HEMENWAY. Where have you been located?

Mr. MADDEN. In the city of Detroit, Mich.

Mr. HEMENWAY. Your judgment is that if we adopt this plan here suggested by you that you can save to the Government more than the expenses of maintaining the service?

Mr. MADDEN. Yes, sir; and in less than three months.

Mr. HEMENWAY. You think you can save more than the expenses for the year?

Mr. MADDEN. Yes, sir; and in bringing it to their attention and perfecting it so that the people will patronize it, but understand me, it is more than bringing it to

the attention. The system wants perfecting, it wants simplifying, and it wants expediting; it is too slow if it is to do any service; it takes too long, and we want to bring that system up abreast with the other branches of the service.

Mr. HEMENWAY. And in the event your request was granted, do you want these clerks appointed by the Postmaster-General—that is, this superintendent of the registry system and assistant superintendents—or can you secure a better class of men through the civil service.

Mr. MADDEN. I believe I can get men who will satisfy my bureau by allowing free rein as to the selection of them, because the duties will be peculiar to the system and men who are qualified for that sort of business—we may find them in the service or we may not.

Mr. LIVINGSTON. You mean to say you want men of experience.

Mr. MADDEN. We want men with that kind of experience that will readily fit into this sort of business.

Mr. HEMENWAY. You would want men who had had experience in this particular line of work?

Mr. MADDEN. Yes; not exactly in a post-office. A man might be doing a business in some mercantile establishment and have a training which would naturally fit him for this sort of business, that is what I meant. By this training in this mercantile house he will be better fitted to take up duties of this kind. However, I leave that to yourselves.

Mr. TAYLOR. Is the registry system self-sustaining?

Mr. MADDEN. I think that is a debatable question, but there is nothing I can positively answer that question upon. I believe it is. We had a million dollars in fees last year. I do not believe the expenses of the system were anything like that amount.

Mr. TAYLOR. Do you not think that the failure of the system, or the partial failure, is largely due to the expense attached to registering letters?

Mr. MADDEN. No, sir; I do not. The failure you say—

Mr. TAYLOR. Or the partial failure to which you have alluded several times; that it has not been developed, for one thing. Do you not think that is due to the cost of registration more than any other factor?

Mr. MADDEN. No, sir; I do not.

Mr. TAYLOR. Do you not think it is more due to the cost than it is to the ignorance on the part of the public.

Mr. MADDEN. No, sir; I do not.

Mr. PUGH. Have not the registration fees been materially reduced in the last year or two?

Mr. MADDEN. It was reduced from 10 to 8 cents during the Wanamaker administration, and there was really no demand for that reduction. The people are willing to pay for the safe transmission.

Mr. TAYLOR. What is the percentage of loss of registered matter.

Mr. MADDEN. One in 29,000.

Mr. TAYLOR. I asked that because my impression was that a registered letter was an advertisement to the officer of its value.

Mr. MADDEN. Since I came in the office the newspapers have been saying a good deal about the registry system, and we have made one important advance since I came in with the present facilities, one alone which will pay the expenses I ask now. We are now registering at the doors of the citizens in all the large cities where we have carriers—not all, but gradually extending them—and registering letters at the doors by the carriers themselves. The carrier is issuing receipts at the doors of the houses. Now, the contractor for furnishing what is known as the registered-package envelope is in the Post-Office Department to-day on business, and I questioned him about the character of some of the envelopes he is furnishing—the difficulty of manufacture, etc., and he said: "The reason is this. We contracted to furnish 35,000 a day. We were equipped to furnish 50,000 if you should need them, but we find your demand is 80,000 a day."

And what is the cause of the increased demand? Because the postmasters are having more registered matter, and it has largely increased in the last six months because we brought it to the attention of the public more and it will pay for itself. The increase from this carrier business alone will be very considerable. We have reports from all over the country now showing it is perfectly possible to carry on this business and take ordinary valuable letters out of the mails to a very large degree in this way.

Again in the last few days, as probably a number of you have seen it in the papers, or possibly you have not, we propose to issue books in bound form, small books just large enough to put in the vest pocket or pocketbook containing 12 stamps, 24 stamps and 48 stamps, all 2-cent stamps, and we sell the books at an advance of 1 cent on the face value of the stamps. At the most conservative estimate, one year's sale alone will yield to the Department a profit of \$100,000, because it costs us \$2 a thousand to

manufacture the books and we can not sell them at a less rate than will bring us \$10,000 a thousand by the advance of 1 cent on the face value of the books. Now, I have asked for an increase in the stamp division, and it is more than compensated for in that line. Gentlemen, I thank you very much, and hope you will find your way clear to make these allowances.

OFFICE OF THE FOURTH ASSISTANT POSTMASTER-GENERAL.

STATEMENT OF MR. JOSEPH L. BRISTOW, FOURTH ASSISTANT POSTMASTER-GENERAL.

Mr. HEMENWAY. You ask an increase of four in your force?

Mr. BRISTOW. Yes, sir.

Mr. HEMENWAY. That is the only change you make?

Mr. BRISTOW. I think it is.

Mr. HEMENWAY. And you do not ask for any increase in salaries?

Mr. BRISTOW. No.

Mr. HEMENWAY. Please give us the necessity for this increase of force. You ask for 19 clerks of class 3 in place of 18?

Mr. BRISTOW. That is the \$1,600 grade. That is under the civil-service order of the President, and 1 was given a nonclassified position, and I expected this \$1,600 place to cover that.

Mr. HEMENWAY. If we give you another clerk of class 3 that would put it in the civil service and you would not have the right to appoint. What you want is a secretary?

Mr. BRISTOW. Yes; we are entitled to a secretary.

Mr. HEMENWAY. You want in place of that a secretary to the Fourth Assistant Postmaster-General at \$1,600?

Mr. BRISTOW. Yes, sir; that is what I intended to have there.

Mr. HEMENWAY. You estimate for four assistant messengers in the place of three?

Mr. BRISTOW. In the new building my clerks are on a floor different from where I am, and I need messengers and laborers.

Mr. HEMENWAY. They are absolutely necessary?

Mr. BRISTOW. Yes, sir; absolutely. You gentlemen who are familiar with it will know how it is. The clerks are downstairs. I am not pleased with the building, but I did not make it.

OFFICE OF TOPOGRAPHER.

STATEMENT OF Mr. A. VON HAAKE, TOPOGRAPHER.

Mr. HEMENWAY. You ask for an additional stenographer at \$1,200. What is the necessity for it. Have you made a written statement showing the necessity for this increase?

Mr. VON HAAKE. Yes, sir.

POST-OFFICE DEPARTMENT, OFFICE OF THE TOPOGRAPHER,
Washington, D. C., December 8, 1899.

In order properly to meet the increasing demands upon his office, the topographer finds it necessary to have two additional assistants, namely, one clerk and one additional assistant map mounter. He has submitted appropriate estimate, which has been approved by the Postmaster-General.

The services of the clerk estimated for are required in connection with the official correspondence. Last year, 4,450 letters were received and 3,983 letters written about post-route maps, about new railway lines, and about all other matters pertaining to the work of the office. The feature of correspondence alone, steadily growing as it is, will soon absorb the time of a clerk. The topographer must arrange also for all necessary recording, which in part includes the daily entering of post-office changes for use of his office, and of the distribution of post-route maps. To do all the clerical work, the topographer has only the same amount of assistance as allowed many years ago, namely, one clerk. The day is not distant when all the time of that clerk will be required in keeping up the records, as it is important that the entries of post-office changes shall be promptly made so as to be immediately available.

The additional assistant map mounter asked for must be a mechanic, capable of repairing map racks. He is needed primarily for the handling and repairing of the increasing number of those appliances in the Department building. There are now 37 large racks, each containing a complete set of maps; and 48 small racks, each

containing one or more maps. The special duties of the map mounters and messenger of this office have become so onerous that these employees can not undertake the making of the increasing number of map-rack repairs, which demand expedition as well as mechanical skill.

Referring to the appropriation for miscellaneous expenses in the topographer's office in the preparation and publication of post-route maps, the topographer has recommended that \$100 thereof shall be allowed for the purchase of atlases, geographical or technical works necessary in the conduct of his office. This recommendation is in pursuance of the recent statutory requirement that books for governmental use shall be paid for only from appropriations specifically allowed therefor.

A. VON HAAKE,
Topographer Post-Office Department.

Mr. HEMENWAY. Have you anything in addition to say to what you say there?

Mr. VON HAAKE. No, only this; that I have now to use the services of an \$1,800 draftsman as a correspondent. I have only one clerk and I have to correspond with the 72,000 postmasters and the Railway Mail Service, and I have a great deal of correspondence to do, and I am now making maps of the Philippine Islands, Cuba, and so on, and this one clerk has to keep accounts of sales of maps, which is a rather annoying thing. I have to be very careful about it, for we sell maps amounting to about \$2,500 a year. I wish we did not need to. If I had more money I could probably give Congress more maps; but Congress has cut me down and gives me the privilege of selling the maps and I have to.

Mr. HEMENWAY. Have you prepared maps of Cuba, Puerto Rico, and the Philippine Islands?

Mr. VON HAAKE. Yes; they are not quite ready, but they will be ready in about ten days.

Mr. HEMENWAY. What are they sold for?

Mr. VON HAAKE. The maps are sold at regular prices, 80 cents; that is for a map of one sheet. Cuba is a two-sheet, and the Philippines is two-sheet, and Puerto Rico is one-sheet map.

Mr. HEMENWAY. Do members of Congress get these maps free when they ask for them?

Mr. VON HAAKE. I want to say something about that. My whole appropriation was \$20,000 for my work. I publish 38 different kinds of maps. Those maps are for the service only, and the appropriation is very small. For the Hydrographic Office last year, for the construction of a map of the Philippine Islands, you gave \$15,000, and I got for 38 different maps \$20,000 a year. I must correct those maps daily. When the maps in the Hydrographic Office are once made they are engraved on stone. My maps change every day, and I have to reprint them every three months and have to supply, as I say, 72,000 postmasters, and outside of that the 20,000 maps for the Railway Mail Service. My maps must be corrected. They are on every car and they hang them on the dormitories. Now, you see it is impossible for my bureau to give maps away.

Mr. HEMENWAY. Do you give any away?

Mr. VON HAAKE. No; we give every Congressman and every Senator one map of his State.

Mr. TAYLOR. Annually, or one every three months?

Mr. VON HAAKE. Every session.

Mr. TAYLOR. One for the session?

Mr. VON HAAKE. Yes; and that is the best I can do. Now, I have another item there, in regard to one assistant map mounter.

Mr. HEMENWAY. I supposed you had covered that in your statement?

Mr. VON HAAKE. Yes; but I would add something to this statement. I had asked the Postmaster-General to include it in that estimate, but it was accidentally omitted by the chief clerk, and that is \$100 be set aside from the appropriation for buying books. I can not buy an atlas under the present law. I need books of reference, and I can not buy them.

Mr. HEMENWAY. Out of the contingent fund of the Department they can furnish you with the books?

Mr. VON HAAKE. I can not get it.

Mr. LIVINGSTON. Take the money you sell maps for and buy books.

Mr. VON HAAKE. But I can not buy; I can not get them through the Department. They have, I think, only \$500 for the whole Department.

Mr. HEMENWAY. The trouble with the Departments is they want large quantities of books to build up separate libraries in each of the Departments, and they have duplicate sets of books all over the town.

Mr. VON HAAKE. I need atlases very much.

DEPARTMENT OF LABOR.

STATEMENT OF MR. CARROLL D. WRIGHT, COMMISSIONER.

Mr. HEMENWAY. I see, Mr. Commissioner, you make no change in your clerical force. Is it possible to reduce your force?

Mr. WRIGHT. It was with great hesitation that I put in my estimate without asking for an increase, Mr. Chairman. We have not had an increase of the force for many years. The work of that office is like every other office—it is constantly expanding; but by our thorough organization and skilled people we have been able to keep up with the work without asking an increase of force.

Mr. HEMENWAY. It is not possible, then, to decrease any of your estimates?

Mr. WRIGHT. I do not see how it is. No; I thought I was doing pretty well to keep the same amount.

Mr. HEMENWAY. On page 427 you increase the amount for books and periodicals, etc., from \$500 to \$1,000.

Mr. WRIGHT. Until two years ago, I think it was, we had \$1,000 very largely and we find that that is very essential. Under the act of 1895 directing the Commissioner to publish a bulletin, which we do every other month and have since that fall, considerable expenditure has been necessitated which we were not obliged to make prior to that. The law provides that that bulletin shall contain the results of such researches as we make, but shall also contain abstracts of American and foreign statistical reports. We also publish all the current labor laws relating to employer and employee as passed by the different States.

In 1896 we published a very exhaustive statement, a complete statement, of all the labor laws existing in the United States, and accompanied it, under the resolution of Congress providing for it, with decisions of the courts where those laws had been interpreted in any way. The bulletin takes the place of that. We compare these laws as they come out from different States and accompany them with decisions of the courts bearing upon employer and employee wherever the highest court of the State passes upon a law. We of course do not take the inferior court's decisions, because those decisions may be overruled. That takes a considerable sum of money out of this book fund which we never had to take before.

The Department of Labor has to-day the only complete set of session laws in this country that I know of. There is no other library in the city of Washington that has it—not even your own Library or the library of the Department of Justice. We have to keep it up, and many of those session laws have to be purchased. Most of the States will supply them free, but some will not. Then we have to keep track of decisions, and in making abstracts of important labor reports abroad we are often obliged to purchase them in order to get them. Foreign Governments, you know, do not distribute their reports free, as this Government does. So last year for the bulletin alone we had to expend something like \$200. That cripples us in other directions.

You may ask, and with propriety, why we want to purchase other books. I can explain that in a word. The Department aims to do one of three things whenever it is called upon for information, and a very large part of my own time is taken up in answering requests for information from Congress, from State governments, from individuals and students all over the world. We make this profession, that we are either able to send the information called for or tell a man where he can get it or tell him he can not get it at all, that it is not in existence.

The Department is more and more making itself valuable in that direction, and that seems to me one of the most valuable directions it can keep to its work, in addition to the publication of its volumes. It is going to be the office where all economic information is sought. We had an instance the other day. We made up a very elaborate statement for a Senator, giving the debts of all nations and states in the world. We have to have the books to do that. It saves him weeks of time, and that necessitates the possession by the Department of expensive works.

Mr. HEMENWAY. Then you respond to calls from members of Congress and Senators for information they desire?

Mr. WRIGHT. Always. The organic law of the Department provides that the Department shall make original investigations along lines which the Commissioner may deem right within the provisions of the law, and also make investigations as it may be called upon to make them by either branch of Congress or by the President. We most always have some special investigation on hand, called by joint resolution or by resolution of the Senate alone; as, for instance, just now we have received one from the Senate calling for an investigation as to the effect on prices, labor, and the amount of work accomplished under the international copyright law. If you have time to hear this, that is a very curious and interesting little matter.

The Typographical Union joined with the manufacturers and publishers in getting that law passed, thinking it was going to stimulate the publishing business and help the binders and everybody connected with that business. There have been

some very curious results under that law. The importation of plated matter, punched so it could be called destroyed plates, but destroyed with a shrewdness which commands admiration if not indorsement, punched with a small punch right through a plate, very easily remedied, however—that has been the result of this law. So this old matter, metal, that is imported simply as metal, often comes out as the plated matter for foreign work, which of course prevents that amount of labor in composition. Also in the publication of works under the copyright law it has begun to be felt that it does not stimulate. The Senate has adopted a resolution directing me to investigate that.

So we are constantly called upon in all these directions. The inquiries relative to economic conditions all over the country, especially from colleges, are multiplying and they are running along healthy lines, it seems to me; because all these inquiries show the desire to consider these questions along the lines of fact rather than theory, and in that way our work is a great education.

In our estimate we have cut off \$500 from our appropriation on stationery, because we were so well stocked in stationery that we could this year at least get on with \$500 less, and we ask the committee to put that \$500 on—

Mr. HEMENWAY. The total is the same?

Mr. WRIGHT. Yes, sir.

I would say that we are often obliged (if you give us \$1,000 we are obliged), under the restrictions of law, to ask very many publishers of trade journals, and so on, to put us on their free list in order to keep up with the movement of strikes, and so on, and they are very good to do it.

COURT OF CLAIMS.

STATEMENT OF MR. ARCHIBALD HOPKINS, CLERK OF THE COURT OF CLAIMS.

Mr. HEMENWAY. The first item in which I see there is a change is "Two clerks, at \$1,800 each," which I suppose is a proposition to promote two clerks from \$1,200 to \$1,800.

Mr. HOPKINS. Yes. That grew out of the fact that there has never been any classification whatever of the clerks in there. One of these men is a lawyer. He has been there fifteen years and is a man of excellent ability and capacity. Another has been there ten years. The court thought that, perhaps, even if that could not be done, you might make one \$1,600 and the other \$1,400. They are all on a dead level of \$1,200, which is much lower than any clerks in the other departments get who do the same kind of work.

Mr. HEMENWAY. You also have one stenographer, \$1,200; three firemen; three watchmen; one elevator conductor, \$720; one laborer, \$720; one laborer, \$600; and two charwomen.

Mr. HOPKINS. Shall I take those separately?

Mr. HEMENWAY. They are all new, are they not?

Mr. HOPKINS. Yes.

Mr. HEMENWAY. Are they employed now in the department?

Mr. HOPKINS. They are employed, all except the stenographer, and in regard to the stenographer I will say this: The court wanted to have me say that they are desirous of having that if possible. The court are now working up to 5 and 6 o'clock, and all their force work, and they work also at night.

Mr. LIVINGSTON. The chairman asked you if they are employed now. Do you mean, Mr. Chairman, under the law?

Mr. HOPKINS. All these others are paid out of the appropriation for the Department of Justice—all except the stenographer. The necessity for these changes came from the fact that we were moved out of the old building, where the Department paid everything.

Mr. LIVINGSTON. I understood that, but I did not know how you had authority to employ them.

Mr. HOPKINS. We do not employ them; we do not pay them now. They are paid by the Department of Justice.

Mr. HEMENWAY. As to the stenographer at \$1,200. What have you to say in regard to that?

Mr. HOPKINS. That is what I have just stated. The court asks that you should consider that favorably if possible; that it would be of great help to them to have a stenographer. They are working now, as I said, at night and late in the afternoon, and a stenographer would be of great help to them. They have not a stenographer. You know the necessity for one, gentlemen.

Mr. TAYLOR. Do you mean to say that the entire court has no stenographer?

Mr. HOPKINS. They have none at present.

Mr. LIVINGSTON. Do you mean that they want a court stenographer or an ordinary stenographer?

Mr. HOPKINS. A good stenographer.
 Mr. LIVINGSTON. You do not want a stenographer to take testimony?
 Mr. HOPKINS. Oh, no; to do work for the judges.
 Mr. LIVINGSTON. You want an office stenographer?
 Mr. HOPKINS. Yes.
 Mr. HEMENWAY. This force, outside of the stenographer, that you now have employed is paid out of the appropriation for the construction of the new building there?
 Mr. HOPKINS. Yes.
 Mr. HEMENWAY. Under section 2?
 Mr. HOPKINS. Yes.
 Mr. HEMENWAY. And that is simply the force the Department of Justice put in there, and they propose now—
 Mr. HOPKINS. The fact is they use more than one-third of the building. The Department library is in there, is in this building, but they propose to transfer all the expense of running the building there to our appropriation.
 Mr. LIVINGSTON. They have put all the expense on you?
 Mr. HOPKINS. The Department library is downstairs. They propose to transfer the entire expense of running the building to us.
 Mr. HEMENWAY. They can pay that out of the fund for construction of building, can they not?
 Mr. HOPKINS. I do not know.
 Mr. HEMENWAY. Do you know how much of the appropriation of \$25,000 is now on hand?
 Mr. HOPKINS. That has been expended by the Department and we have no knowledge about it.
 Mr. HEMENWAY. You want to add "court library repairs" at the bottom of page 332.
 Mr. HOPKINS. No. There is a comma after library; for the court library, and for repairs. Last year that was \$3,000. This year the laborers are paid separately. They were paid out of that contingent fund. Consequently, if you will look at last year, you will find that contingent fund was \$3,000 and this year I made it \$2,000.
 Mr. HEMENWAY. Can you not buy stationery for court library under the appropriation as it now reads?
 Mr. HOPKINS. We have, yes; we have always done that; but we thought it would be better, perhaps, to make it more specific.
 Mr. HEMENWAY. What is your idea in adding the word "repairs?"
 Mr. HOPKINS. Simply that covers what we have done under the appropriation of ordinary small repairs.
 Mr. HEMENWAY. You have always done that?
 Mr. HOPKINS. Yes; we have done that, anyhow.
 Mr. HEMENWAY (reading). "For fuel, \$1,000; electric lights and electric elevator, \$400; in all, \$1,400." Where are you paying that from now?
 Mr. HOPKINS. They told us at the Department that probably for this year they would have to get a deficiency for the fuel. We had not anything to pay it with. We were moved up there during the summer.
 Mr. HEMENWAY. That is for the building that you are now in?
 Mr. HOPKINS. Yes.
 Mr. HEMENWAY. That is a rented building?
 Mr. HOPKINS. Yes. Last year we had none because we were in the Department building and they heated the whole building.
 Mr. HEMENWAY. I say this is a rented building?
 Mr. HOPKINS. Yes.
 Mr. HEMENWAY. Will this furnish the fuel necessary for the whole building?
 Mr. HOPKINS. We think so. We have estimated as carefully as possible.
 Mr. LIVINGSTON. How do you pay for lights?
 Mr. HOPKINS. Lights are estimated for separately—electric lights and electric elevator.

MONDAY, February 5, 1900.

INTERIOR DEPARTMENT.

OFFICE OF THE SECRETARY.

STATEMENT OF MR. EDWARD M. DAWSON, CHIEF CLERK OF THE INTERIOR DEPARTMENT.

Mr. HEMENWAY. Page 172, next to the last line, you recommend an increase of one in the clerks of class 3. Please explain the necessity for this increase.

Mr. DAWSON. That is asked for as an additional clerk for what is known in our

Department as the Indian Territory division. It is a new division which was created to meet the changed relations of the Five Civilized Tribes in the Department, under what is known as the Curtis bill.

The work of that division is increasing very fast. I will read a communication from the chief of that division.

(Mr. Dawson read a letter from the chief of the division referred to, showing the necessity for this change.)

Mr. DAWSON (continuing). The business of that division has grown very much since it was organized, and the necessity for an additional clerk is very urgent.

The CHAIRMAN. On page 173 you have taken out the words:

"To enable the Secretary of the Interior to employ laborers in the work of distributing the reports of the Eleventh Census, \$3,960."

Has that work been completed?

Mr. DAWSON. We did not estimate for that, because the distribution of those reports has gone so far that we can do it with our regular force engaged upon similar work.

On page 193 that word "other" must have been left out inadvertently.

Mr. HEMENWAY. Under the words there, "and other absolute necessary expenses," do you pay the amount necessary to be used by the Commissioner of the Land Office for recording deeds where it is necessary to reconvey to the United States land that was by mistake conveyed to other parties?

Mr. DAWSON. We never paid any expense of that kind out of that.

Mr. HEMENWAY. I understand from the Commissioner of the Land Office that that is where this item has been taken care of before.

Mr. LIVINGSTON. I think if you will look at his testimony you will see that he said "We picked it up at some other place."

Mr. DAWSON. We have never paid anything of that kind.

Mr. HEMENWAY. You have the power under that language to pay anything of that kind, beyond question.

Mr. DAWSON. Well, sir, I doubt it very much. I do not think the Comptroller would so hold, because all these expenses here are expenses which somewhat grow out of the management of the bureaus and of the Department, and I do not think he would pass an account of this kind to pay for recording deeds.

The CHAIRMAN. Do you know from what fund these items have been heretofore paid?

Mr. DAWSON. No, sir; I do not. I doubt whether—

Mr. LIVINGSTON. For your information I will state that the Secretary said that the basis of that estimate was this: That these people who were making these official papers complained that it was not their business, that it was the Government's business, and they wanted to provide to meet it, and the chairman asked how that had been met heretofore, and my recollection is he said that he picked it up from some other place.

Mr. DAWSON. I do not think he got it from the contingent fund.

Mr. HEMENWAY. Please ascertain and find out how that has been paid.

Mr. LIVINGSTON. If paid at all.

Mr. HEMENWAY. Of course he could require the patentee to pay.

Mr. DAWSON. I am sure we have never paid a single cent of those items out of the contingent fund.

Mr. HEMENWAY. Please be kind enough to investigate and find out from what fund those items have been paid, if paid at all.

Mr. DAWSON. Yes, sir.

Mr. HEMENWAY. And if they have not been paid out of this fund what change would be necessary in the wording of this item "for contingent expenses" to permit this expense to be paid out of the contingent fund.

Now we come to the item on page 193, "For contingent expenses of the old general Post-Office building."

Mr. DAWSON. We now occupy in part, and will, within a month, occupy the whole of the old post-office building. It has been turned over to us, and we have been cleaning it up. The Indian Office went in there the 1st of December and the Land Office will probably be in there by the 1st of February. We will commence to move now within a week or two. And this item submitted by the Department is to meet the additional draft upon our contingent fund growing out of the occupancy of that building.

Mr. HEMENWAY. What have you on hand of the \$78,000 contingent fund?

Mr. DAWSON. We have spent, up to the first of the month, \$34,687, a little over half of it, in seven months.

Mr. HEMENWAY. Can not you take care of this expense out of your contingent fund?

Mr. DAWSON. No, sir; we barely have enough now to provide for the expenses of the one building. You see here light and fuel, and these different items here which are all additional to what we had to pay for in the building we occupied.

Mr. PUGH. You have not spent half the amount by about \$500 in about seven months.

Mr. DAWSON. We have spent a little over half.

Mr. PUGH. Did not you say \$34,687?

Mr. DAWSON. Yes, out of \$78,000 and something. I beg your pardon. I see that that is a little short of half; yes, sir.

Mr. HEMENWAY. It will not cost any more to take care of the Indian Office in the new building than it did to take care of it in the old building, will it?

Mr. DAWSON. There is fuel and there are lights, and we have to put up cases for them, and all these different items—lumber, ice, hardware, and so on. We have two buildings to look after instead of the one building, you see.

Mr. HEMENWAY. That adds the additional expense of light and fuel?

Mr. DAWSON. And repairs and heating apparatus, elevators, and all those separate items.

This is the way I arrived at that, Mr. Chairman. I selected out the fixed charges for a building of that kind—selected them out of the appropriations which had been made for the support or maintenance of that building during the time it was occupied by the Post-Office Department—and took that as a basis of what we would need to take care of it properly during our occupancy.

Mr. LIVINGSTON. Did they not leave a lot of this furniture there in the old building?

Mr. DAWSON. No, sir.

Mr. LIVINGSTON. I ask you that for the reason that we furnished anew the building where they are now.

Mr. DAWSON. No, sir; they took everything out, even the bells from the walls, and they took out the wires. Somebody went through there and cleaned out everything. They left absolutely nothing.

Mr. HEMENWAY. Do you know what disposition they made of that old stuff?

Mr. DAWSON. I do not know, sir. They left us nothing. There were some file cases in a few rooms but they were not adapted to our purpose. We have had to take them out, and we have given the Census and some other bureaus of the Department some.

Mr. LIVINGSTON. Did they take out the matting and carpets?

Mr. DAWSON. Yes, sir; everything. I do not know any reason, Mr. Chairman, for having a separate item of this. If we would only increase our contingent fund to the extent of this it would be more convenient. I hope the committee will find some name for the old general post-office building. That is not a very good name.

Mr. LIVINGSTON. How would it do to call it the annex?

Mr. DAWSON. Yes; I think that would be more appropriate.

Mr. HEMENWAY. Could you call it the Land Office building?

Mr. DAWSON. No; because we have the Land Office and the Indian Office and the Commissioner of Railroads; we have five or six rooms in that building occupied by the Geological Survey. So it could not well be called the Land Office building. I would not suggest that as a good name. I should think the annex to the Interior Department would be an appropriate name.

Mr. LIVINGSTON. Do you say that the Interstate Commerce—

Mr. DAWSON. No. General Longstreet is in there.

Mr. HEMENWAY. How many rooms have you given to the Geological Survey there?

Mr. DAWSON. I think they have two large rooms and the Census Office have about four rooms there under the charge of the Geological Survey, getting up some statistics under their direction.

Mr. HEMENWAY. Is there any more room there that can be given to the Geological Survey?

Mr. DAWSON. No, sir, not a bit; not any more.

Mr. HEMENWAY. You are taking the Land Office and the Indian Office that were formerly over in the other building?

Mr. DAWSON. The Land Office is in there.

Mr. HEMENWAY. And you are covering all that space there?

Mr. DAWSON. Yes, sir. You see there are over 400 clerks in the Land Office and there are about 120 clerks in the Indian Office, and the files occupy so much space. The Land Office needs so much file space that that is the great trouble. We could do better if we had some file room, some place to keep books, but they must be accessible; they are constantly being used. You know they are the foundation of the land title all through the West.

Mr. HEMENWAY. Can not the four rooms that are being used by the Census Office be turned over to the Geological Survey?

Mr. LIVINGSTON. Why not turn them back into the new building we have just erected?

Mr. DAWSON. Well, they are substantially under the Survey. This work would have to be done at the Survey Office, I suppose, if it were not done there. The Survey have not any more room than they need. They are after more room also, I believe.

Mr. LIVINGSTON. Is that under Mr. North?

Mr. DAWSON. It is under Dr. Day—mineral statistics.

Mr. HEMENWAY. How about the Interior Department building? Haven't you some spare room there now, now that you have got the Land Office out of there?

Mr. DAWSON. No. The purpose for moving the Land Office out is to give the additional space needed for the Patent Office and for the Secretary's office. If you gentlemen call there now to see the Secretary he has no place to take you to have a personal interview. Two of his clerks are over in what we call the model hall, in an open hall. That is the way the Secretary's office is. In the Patent Office they have 12 or 13 people in one room, and the rooms vacated by the Land Office will not be more than is needed by the Secretary's office and the Patent Office.

Mr. LIVINGSTON. I would like to suggest to you again why not send these people working for the Census to this new building, where they have a great deal of space? All that lower floor is almost entirely unoccupied. Why not send them down there?

Mr. DAWSON. Well, they have part of their force on some work in the post office building. It would be to separate the force, as I understand it—

Mr. LIVINGSTON. We put no part of the census under the Geological Survey; Congress did not. And they have no right hooking themselves onto the Geological Bureau. They belong down in the Census Bureau.

Mr. HEMENWAY. "For professional and scientific books, law books, and books to complete broken sets, periodicals, directories, and other books of reference relating to the business of the Department, \$750."

I will ask you if out of this fund the Commissioner of Pensions is supplied with such law books as are necessary.

Mr. DAWSON. No, sir.

Mr. HEMENWAY. Why not?

Mr. DAWSON. The fund is not large enough. We used to buy books until a year or two ago out of the contingent fund. It requires nearly the whole of that to buy directories, and it is spent principally in law books needed for the Assistant Attorney-General's Office in the Interior Department. The greater portion of it is spent for law books. The Commissioner of Pensions has been allowed out of it this year probably less than \$100 for maps or atlases required in the work of his office. We furnished him twenty maps, Rand & McNally maps, about a month ago, for which we paid \$5.50 apiece, and twenty of them at that figure made a little over \$100. That is all he has had out of that this year. This fund is too small; we ought to have submitted an estimate for double the amount, but owing to the tension we will have to get along with it. But we could not give the Commissioner of Pensions any large part of it for the purposes of his office.

Mr. HEMENWAY (reading). "Additional buildings for the engraving and printing division of the Geological Survey." You make that "buildings" instead of "rooms."

Mr. DAWSON. That, sir, was no doubt done at the suggestion of the Director of the Survey. I can not advise you about that, I am sorry to say. I ought to have looked into that.

Mr. LIVINGSTON. It seems that with the dropping of the Indian Office you have the same estimate here as before, notwithstanding the fact that we have given you this building.

Mr. DAWSON. We dropped the Indian Office.

Mr. LIVINGSTON. I understand. That is all you have dropped out. You have the Geological Survey, \$10,000; the Bureau of Education, \$4,000; additional buildings for the engraving and printing division of the Geological Survey, \$1,200, and then storage of documents, \$2,000; Civil Service Commission, \$4,000; Patent Office model exhibit, \$13,000. This Patent Office model exhibit, it seems to me, might go back into the building.

Mr. DAWSON. They could not do it. Our halls are crowded now with copies of patents and the records of the Patent Office are in the halls, and instead of having the halls up stairs, what are known as the model halls, for any exhibition of models or anything of that kind, we have put up wooden partitions all around on the north side, the east side, and the south side—and, in fact, all around the building except a little space occupied by the Land Office on the west side, which is not partitioned off—and we have put stoves in there. There is no way of heating that space properly, and we have in there a most inflammable condition—wooden partitions and coal stoves that set out in the rooms. Now, if we were to bring those models back we would have to tear out those partitions and we would not have room for the clerical force. I think the Commissioner will tell you that those models there are of no practical use. He has no authority to destroy them or return them to the inventors. He has asked authority of Congress, I think, to do that. I am not sure whether it comes before this committee or not.

Mr. LIVINGSTON. Do you mean to say that when a patent expires on an invention that you still hold the models?

Mr. DAWSON. Yes, sir.

Mr. LIVINGSTON. What we are after, if the Chairman will excuse me, is this: We pay a very large amount of money for rents, and I have doubted the practical common sense of the disposition of space that has been made for several years. Now, I understand from you that you have economized all space in that building in the best possible way, or that you will have done so when the Land Office goes out?

Mr. DAWSON. Yes.

Mr. LIVINGSTON. If you could curtail these rents we are paying on the outside—

Mr. DAWSON. No, sir; we could not do it.

Mr. LIVINGSTON. Are any of the rents excessive? Take the Civil Service Commission. What is the size of that house? What would that sell for to-day on the market, and what is the percentage of rent paid on the basis of its valuation.

Mr. DAWSON. I do not know.

Mr. LIVINGSTON. I understand that some of these rents are enormous.

Mr. DAWSON. I do not think they are.

Mr. LIVINGSTON. Well, you ought to know better than I do. There is \$4,000 for a small building. I take it that that is a small building.

Mr. DAWSON. Well, it is a three-story building, and runs back 170 or 200 feet.

Mr. LIVINGSTON. That is 5 per cent on \$80,000. Suppose we recommend a cut on all these rents of 20 per cent. You would get all the buildings rather than the owners would have you move out, would you not?

Mr. DAWSON. I do not know. I do not think you would get the Bureau of Education. The rent was cut down on that a while ago and when that was done we were given notice to move out, but the owner changed his mind, and finally took \$4,000 instead of \$6,000, which he had been getting. I do not believe we could reduce that rent.

Mr. TAYLOR. What percentage do you think it is of the value of the property?

Mr. DAWSON. I could not form an estimate of the value of the property. I have it in my office. I have a statement of the assessed valuation of property and the number of square feet in each of these buildings.

Mr. TAYLOR. Could you give us a statement showing the value of the property?

Mr. DAWSON. The assessed valuation? Yes, sir; I could.

Mr. TAYLOR. I mean the assessed valuation and the rents applied to each case.

Mr. DAWSON. Yes, sir.

INDIAN OFFICE.

STATEMENT OF MR. W. A. JONES, COMMISSIONER OF INDIAN AFFAIRS.

Mr. HEMENWAY. On page 179, why do you take out the words "who shall also perform the duties of chief clerk." The Assistant Commissioner is now performing the duties of chief clerk, is he?

Mr. JONES. No, sir. I confess that I did not know that it had been asked to have this stricken out.

Mr. HEMENWAY. You make no change in your estimates, so far as I can see.

Mr. JONES. No; I would like to, though.

Mr. HEMENWAY. Is it possible to reduce your force?

Mr. JONES. No; I do not think it is. You treated us very nicely last year, and, as I stated then, the amount of work devolving upon us by the Indian Territory matter, necessitated an increase of force. What I want I can tell you in a moment. I have had a great deal of trouble in keeping my good clerks. Whenever a clerk has become well trained in legal matters if he has been getting \$1,600 the first thing I know he is offered \$1,800 from some other bureau and I lose him. I lost several clerks in that way this last year. I would like to change three clerks from \$1,600 to \$1,800 apiece.

Mr. HEMENWAY. They can not be taken away from you without consent of the Secretary of the Interior?

Mr. JONES. No; but of course it would not be fair to them to refuse to let them go if they could get more money elsewhere.

Mr. HEMENWAY. Did you submit this matter to the Secretary?

Mr. JONES. No; this was considered when I was away.

Mr. HEMENWAY. There is no recommendation here in regard to it?

Mr. JONES. No; that is simply voluntary on my part. And another matter I would like to call to the attention of the committee—and I presume it has already been called to your attention—is that I would like to strike out draftsmen and architects from the Indian bill.

Mr. HEMENWAY. I have that here. You are paying them how much?

Mr. JONES. Draftsman, \$1,600; also laborers, \$660. I would suggest that if you put those three on the legislative bill that you designate the \$1,600 draftsman as an

architect. You have a draftsman now on the legislative bill at \$1,600. I would change that to architect and the other to draftsman at \$1,500.

Mr. HEMENWAY. Is that gentleman receiving a \$1,600 salary now an architect?

Mr. JONES. Yes; all three of them are architects, and they are first-class men, too. One of the \$1,500 clerks passed the highest examination that the civil-service people gave the other day.

Mr. HEMENWAY. They are absolutely necessary to the service, are they?

Mr. JONES. Yes, sir.

Mr. HEMENWAY. You can not get along without them?

Mr. JONES. We can not possibly get along. We have buildings going up every year and we have to either have them or pay a percentage of the cost of the buildings to outside architects.

Mr. HEMENWAY. Is the laborer an architect also?

Mr. JONES. Yes. I would suggest you put him on the basis of other skilled laborers—\$720 or \$840. He is an expert laborer. He is an exceptionally well-trained man.

Mr. LIVINGSTON. What does he get now?

Mr. JONES. Six hundred and sixty dollars. It was on the Indian bill. I think your plan of transferring these positions to the legislative bill is a good one.

Mr. HEMENWAY. One laborer provided for here in this legislative bill gets \$660, does he not?

Mr. JONES. No; I think he gets more.

Mr. HEMENWAY. I think \$660 is the price paid a skilled laborer, is it not?

Mr. JONES. No; I think they get \$840. This man that is now on the legislative bill is simply a colored man that washes spittoons and so on, and his work does not require any particular skill. But the man in the architect's room is really an expert.

Mr. HEMENWAY. Do you think he ought to have \$720?

Mr. JONES. Yes, sir; I do.

Mr. LIVINGSTON. Why do you not prefix that word "skilled" before "laborer."

Mr. JONES. I am afraid we would lose him. That is under the classified service. He is willing to take the examination, and he could pass the examination all right, but there would have to be a lot of manipulating.

Mr. HEMENWAY. Is there anything else you wish to say?

Mr. JONES. I would like to get one or two laborers at \$660 in the new quarters. We are on four floors; in the old Atlantic building we were only on two floors and were more compact. But as it is now we are scattered over four floors, and we are getting along only by borrowing from the Secretary's office. We have two laborers from that office now, and two charwomen to help us out. They object, and we have to beg their help. If you can give us those two extra laborers I would like it very much, and we really need them. The only way, as I have said, that we can get them now is by borrowing them.

Mr. LIVINGSTON. Can the Secretary's office spare them?

Mr. JONES. I do not know. They are growling about it. We are absolutely under the necessity of having somebody there.

Mr. HEMENWAY. On page 174 of the bill you will notice it says:

"For additional employees for the proper protection, heating, care, and preservation of the general Post-Office building, to be occupied by the Department of the Interior (to be available when said building shall be turned over to the Interior Department) namely: One engineer, \$1,400; 1 assistant engineer, \$1,000; 4 firemen, 3 watchmen acting as lieutenants, at \$840 each; 14 watchmen, 14 laborers; 10 laborers, at \$480 each," etc.

Mr. JONES. Those are not under my control at all. I have nothing to do with them.

Mr. HEMENWAY. They were provided to take care of the building after it was vacated.

Mr. JONES. Yes; they are under Mr. Dawson.

Mr. HEMENWAY. Yet you say they do not assign to you sufficient force to take care of your portion of the building.

Mr. JONES. They have given us those two extra laborers for the time being, but they are growling about it, and say that I ought to have my own help. I have to have the work done by somebody.

PATENT OFFICE.

STATEMENT OF MR. CHARLES H. DUELL, COMMISSIONER OF PATENTS.

Mr. HEMENWAY. On page 184 I notice you estimate there for two law clerks at \$2,500 each—an increase of \$500 in the salary of each clerk.

Mr. DUELL. That is asked, Mr. Chairman, for the reason that our law clerks not only perform the ordinary duties that might involve upon the clerks in an office, but

they are compelled to go into courts and defend the action of the Patent Office. Appeal lies with the Commissioner of Patents in certain cases to the court of appeals of the District of Columbia, and it is necessary for us to appear, and we do appear, and our law clerks are the ones that prepare the briefs and make the arguments.

Mr. HEMENWAY. How long have they been serving?

Mr. DUELL. In various capacities in the office from twelve to fourteen years. One of them especially is a remarkable man.

Mr. LIVINGSTON. Who are those two men?

Mr. DUELL. One is a Mr. Coyt, of South Carolina, and the other is a Mr. McGrath, of Georgia.

Mr. HEMENWAY. On page 185 you ask for sixty-two clerks of class 1, an increase of seven.

Mr. DUELL. Those are clerks at \$1,200. I also in connection with that recommend a decrease in the number of clerks receiving \$1,000 of five, which makes an increase of two clerks, and an increase of \$3,400, I think it is.

Now the clerks who receive the \$1,200 in our office are examining clerks, as they are called. They have to do the work of entering amendments and work that requires considerable care. A number of those do not receive what the others do and I think it is a great deal better that they should all be paid the same; and we now require not only that they should be efficient clerks but that they should be stenographers and typewriters, so that they can do all kinds of work. As I have said, I think it is no more than fair to pay a salary of \$1,200 to the clerks doing such work. It results in an increase of two in the force.

Mr. HEMENWAY. Two years ago we gave you an increase.

Mr. DUELL. That was mostly in the examining force. The result of that has been very good. We have been able to keep up.

Mr. HEMENWAY. How is your work now?

Mr. DUELL. Of the 36 principal examiners, 34 are under fifteen days with their amendment work, and the other two divisions are only a little over that time. I have an order that any division that is more than a month behind in its new work, or more than fifteen days behind in its amendment work, is to remain in session until 5 o'clock. It is not a popular order, but it has had a good effect. The work of the office has increased during the past year very greatly.

In this connection I might say that we issued more patents last year than any other year but one since the office was formed. We received an unusually large number of applications. Our cash receipts were \$1,325,000—\$188,000 larger than the year before—and our net receipts were increased \$122,000. So I have asked altogether for an increase of four clerks. Last year I recommended, and it was done, that the number of clerks be decreased five, because our work had fallen off. The work has increased now. And during the month of January of this year our receipts were \$11,000 more than the corresponding amount of last year. I do not think I have asked for anything but what is really required.

Mr. HEMENWAY. Do you think it is absolutely necessary to have two additional clerks?

Mr. DUELL. Yes, sir; I think it is. If it was my private business I would do it most certainly.

Mr. HEMENWAY. You strike out "Ten model attendants at \$800 each?"

Mr. DUELL. Those have been carried on the rolls for a number of years as model attendants, although in reality they are typewriters and stenographers doing copyists work. I ask that they be made what they really are—copyists, at \$900—and receive the same salary that one grade of copyists receive. That means an increase of \$1,000.

Mr. HEMENWAY. That would leave an increase of two there?

Mr. DUELL. Yes. That means the ten copyists at \$900 as against the ten model attendants would be \$1,000; and ten copyists at \$900 as against ten at \$720 would mean an increase of \$1,800, and the increase of two in \$900 would be \$1,800. I brought to the attention of the committee last year the trouble we labor under in the office with that \$720 class. It is the only office I know of where copyists receive \$720. Those copyists in these days are stenographers and typewriters, and after we have had them in our office a little time some of the other bureaus that pay \$900 take our best ones away from us; so, in reality, we are simply a training school for them.

Mr. HEMENWAY. Do you require that number of stenographers and typewriters?

Mr. DUELL. Yes; we are doing all of our work now as far as we can—all of our clerical work by typewriting.

Mr. HEMENWAY. I understand that you need typewriters, but why should they be stenographers?

Mr. DUELL. They are not all stenographers. A good many of them are simply typewriters.

Mr. HEMENWAY. I see that you ask for 48 laborers at \$480 each instead of 45.

Mr. DUELL. In that connection, I asked for five additional. Assistant Secretary

Ryan, who went over the estimates, did not understand about that and he cut it down to three additional. I think he has since written a letter to the chairman, Mr. Cannon, on that subject. We are to have an additional space in that building, and we have got to have an additional force to take care of those rooms. I think that is as essential, if not more essential, than any other item that I have there.

Mr. HEMENWAY. What class of labor do these people perform—these people that get \$480 a year?

Mr. DUELL. They take care of the rooms; that is, they keep them clean. A great many of our rooms are heated by coal stoves and wood fires and the like, and they have to bring that coal and wood in, and they bring water to the various rooms, and are messengers, and are a little of everything, and perhaps sometimes when we are a little driven they have to do clerical work.

Mr. HEMENWAY. I see instead of 29 you ask for 34 messenger boys, an increase of 5.

Mr. DUELL. The reason I ask for those is this, Mr. Chairman: We got under that call boys from 16 to 20 years old. My idea is to put them into the different examining divisions, one to two divisions, for example. They can put away drawings, do a great deal of work that the examiners have to do now themselves, examiners who are paid anywhere from \$1,200 to \$2,500 a year. I think that will be an economy to the Government. It is employing cheap labor to do what high-priced labor does now.

Mr. HEMENWAY. Are they selected through the civil service?

Mr. DUELL. Yes, sir; they come through the civil service.

Mr. HEMENWAY. On page 186, instead of "for purchase of professional and scientific books and expenses of transporting publications of patents issued by the Patent Office to foreign governments," you simply want to say "for purchase of scientific books and other publications?"

Mr. DUELL. The Comptroller of the Treasury has a rule that we can not buy under that item law books, and so there seems to be no necessity for the words "professional and" in there. Do I understand that you put that in?

Mr. HEMENWAY. It was in the bill—

Mr. DUELL. It was in the old bill. The old bill read: "For the purchase of professional and scientific books." How is it intended to read now?

Mr. HEMENWAY. "For purchase of scientific books and other publications."

Mr. DUELL. Well, as I said, the Comptroller has ruled that we can not purchase under that—although the term "professional" is used—that we can not purchase law books.

Mr. HEMENWAY. And what you wish to do is to purchase law books?

Mr. DUELL. No. We have a separate item to clear that up. No, we do not wish to purchase anything but scientific books and to bear the expense of transporting publications of patents issued by the Patent Office to foreign Governments.

Mr. HEMENWAY. And the Comptroller's decision does not affect the item if you desire only to purchase these other books from the appropriation?

Mr. DUELL. No. I do not know why the "professional and" is changed. The only point is for law books.

Mr. HEMENWAY. Have you heretofore bought law books from this?

Mr. DUELL. Yes; and of course it is an important thing that we should have them.

Mr. HEMENWAY. But under the recent decision—

Mr. DUELL. We can not buy any.

Mr. HEMENWAY. Then you add \$500 for law books?

Mr. DUELL. Yes.

Mr. HEMENWAY. I notice here that in a communication in regard to the sundry civil bill you state you have in the scientific library a number of books and other publications which are of very little value for the purpose of the work of this office. You say if permission were given you to dispose of such books and publications and use the money thus obtained the condition of the library could be vastly improved without requiring an additional appropriation. Do you think you could dispose of the books there that are not necessary?

Mr. DUELL. Yes. They are of no value to us for scientific work, yet a great many of them are books that have a value but are not of value to us. I called the attention of the committee last year to that matter, and I think General Bingham then said that this was not the appropriation bill in which to have the item brought forward.

I was going to have it brought forward in the sundry civil, and the gentleman who was to attend to that was snowed up at the time when the sundry civil bill was before the House. When he returned it had passed the point of the bill where it ought to have come in, and he asked unanimous consent to have it considered out of its regular order. Objection was made by Mr. Dockery, I believe, and it was ruled out.

Now, I have that same proposed amendment, and if that could be allowed, the appropriation of last year of \$2,000, that would be sufficient coupled with—

Mr. HEMENWAY. You think this amendment placed on the bill would do away with the necessity for that appropriation of \$500 for law books?

Mr. DUELL. No; I do not say we could use that for law books; but I have asked for \$3,000 in lieu of \$2,000 for the present year for the purchase of scientific books, etc. It would do away with that \$1,000.

Mr. HEMENWAY. But the estimates here are only \$2,000, the same amount you are now receiving.

Mr. DUELL. Yes. Well, that is really inadequate, because we have to use a good part of that to transport our patents and publications that the Government issues through the Patent Office to foreign countries. That amounts to from \$500 to \$750 a year. So in reality it leaves only from \$1,250 to \$1,400 for the purchase of books. But if we could have that item, say that for this year, I would not ask any change in the \$2,000 and the \$500 item might go out, provided it is put in there that \$500 of the proceeds of the sale of those books might be used for the purchase of law books.

Mr. LIVINGSTON. Then you would like to have this amendment added and let the estimate stand as it is—\$2,000?

Mr. DUELL. Yes.

Mr. HEMENWAY. And have it say that you could purchase law books?

Mr. DUELL. Yes. May I speak of one other matter?

Mr. HEMENWAY. Proceed.

Mr. DUELL. I recommended that the salary of the chief clerk which, by section 440 of the Revised Statutes, is \$2,500, should be put back from \$2,250 to \$2,500. Several years ago the salaries of the principal examiners were reduced from \$2,500 to \$2,400, and the salary of the chief clerk was reduced from \$2,500 to \$2,250. The salaries of the principal examiners were put back to \$2,500, but the salary of the chief clerk was not. I think that ought to go back.

Mr. HEMENWAY. I notice by the bill that your estimate to increase that salary was not approved by the Secretary of the Interior. You will notice at the bottom of page 187 an item that is left out: "For investigating the question of the public use or sale of inventions for two years or more prior to filing applications for patents, and for expenses attending defense of suits instituted against the Commissioner of Patents." Is it necessary to include that this time?

Mr. DUELL. Yes; it is. It was somewhat my thoughtlessness that left that out. It is an item that we have never used, or only once or twice to a small amount, but it is the only provision under which we can institute what are called public-use proceedings, and when we institute those we require that the party who wishes them instituted should bear the expenses. It is the only way in which we can institute those proceedings, and they are very useful at times, because they prevent the issue of patents that ought not to issue. The fact that it has not been used was the reason I left it out.

Mr. HEMENWAY. You have a number of old models there that are taking up a great deal of space. After a patent has expired what recommendation have you to make as to the disposition of the model?

Mr. DUELL. Last year I recommended that the Commissioner of Patents, under the direction of the Secretary of the Interior, be given authority to dispose of those old models, because my individual opinion was that they were of very little or no use. The only use to which they are ever put is that sometimes when litigation is going on in the courts over a patent or some application for a patent, sometimes when the specifications and drawings may not clearly illustrate what the invention really was, the examiner may like to refer to those old models. Now, it has been my experience in practice in the courts that they are of no value there, and I do not think they are of very much value in the office, and I wanted to dispose of them by either returning them to the patentees or by giving them to colleges or technical schools or the Smithsonian Institution; to anyone that would pay the freight.

I called the attention of the Senate Committee on Appropriations to this, and they did not take any action on it last year. I also brought the matter up here, and I was told it was not the appropriation bill that it came under. Since then there has been a little to change my mind. Some of the attorneys are objecting to it. I have been in some contests with them, and I do not know that I want to insist very strongly on it.

Mr. HEMENWAY. They think that they are necessary?

Mr. DUELL. Some of them think they are necessary. Besides that, Senator Daniel has introduced a bill, which he seems to be very much interested in, for a hall of inventions, showing the growth of industrial science, and I do not know that I would care to antagonize him by recommending that the material should be dumped on the scrap heap.

Mr. LIVINGSTON. Well, you would say this. That they are practically of no use to the Patent Office?

Mr. DUELL. Yes; that is my individual opinion, sir.

GEOLOGICAL SURVEY.

STATEMENT OF MR. CHARLES D. WALCOTT, DIRECTOR.

Mr. HEMENWAY. I notice the first change in your estimate is an increase of \$1,000 in the salary of the Director. Is your salary fixed by statute?

Mr. WALCOTT. Yes; it was fixed in 1879 at \$6,000. I think it was in 1894 that it was cut down to \$5,000. A general reduction was then made in salaries.

Mr. HEMENWAY. Since that time it has been appropriated for at \$5,000, has it?

Mr. WALCOTT. Yes; each year. I stated last year when this same matter was brought up that the Director of the Geological Survey is prohibited from taking any interest or doing anything that would bring him in any income from service or expert opinions or anything of that character in relation to mineral products, or commissions in any interests in the United States anywhere. That is prohibited by the organic statute. A lawyer in any of our other branches can take advantage of the training which he gets and increase his practice any time or anywhere; and it is the same way in any other profession with the exception of the head and the members of the Geological Survey.

Mr. HEMENWAY. I notice further down in the bill you ask for three assistant photographers; one at \$900 and two at \$720 each. Then you strike out one at \$480.

Mr. WALCOTT. We found that it was impossible to obtain an assistant photographer at that salary. He is practically nothing more than a laborer. We get young fellows who are studying photography, or wish to learn something of it, and as soon as they get a little knowledge they leave us. It is not profitable to thus make a training school for such boys. If a \$720 salary were provided then we could get a man to remain, but the salary of \$480 is too small for a man that has any skill whatever to assist in that work.

BUREAU OF EDUCATION.

STATEMENT OF MR. WILLIAM T. HARRIS, COMMISSIONER.

Mr. HEMENWAY. I see the first change in your estimate is that you ask for a "specialist in Spanish-American education systems, \$1,400."

Mr. HARRIS. Yes, sir.

Mr. HEMENWAY. What is it proposed he shall do?

Mr. HARRIS. The estimate did not come to you, Mr. Chairman, in the way I wrote it. I could not do much of anything with a specialist at \$1,400. I wish a man who is pretty well up in the Spanish language, and who knows the educational systems of the countries abroad as well as this country. It is perhaps unnecessary to say that anything that is written up about education abroad has to be translated into our way of looking at it, into our categories and terms, so that a person seeking information would understand the situation in our terms, they having very different terms from ours. So I say we could not get a man for \$1,400 who would fill that place. I wanted an \$1,800 clerk, and I think it would be an economy to the Bureau to do that. I want a fourth-class clerk who would take this material as it comes in and study it and prepare it so we can make some use of it.

It might be presumptuous for me to suppose that Congress would wish anything from my Bureau on the subject, but of course it is among the possibilities; and the people throughout the country are writing all the time to my Bureau asking about this and that point about the schools abroad. What we collect, of course, is good material for anybody who wishes to collect information—any member of Congress or anyone else. The importance of this, however, is to have a man who can answer intelligently these letters from citizens from all over the country. That is why I ask for this additional man.

There are two wants to my Bureau. One is that the annual report be increased in numbers, and I presume your committee does not have that in charge; the other is the necessity for this clerk at \$1,800. We have a sufficient force at lower salaries for work under other men, but we have not the directing men in sufficient numbers there to take up this department of education abroad.

Mr. HEMENWAY. I see that after the words "for books for library, current educational periodicals," you have added "newspapers."

Mr. HARRIS. We had formerly, Mr. Chairman, \$1,000 given us for that library and that has been cut down to \$500, to \$250, and it is rather too small to furnish the things that we must necessarily buy out of that fund, namely, newspapers and periodicals. We have to get and read and understand the educational journals published in the United States everywhere and those published abroad, and it needs a rather larger fund. So we venture to ask you to restore that, not to the original \$1,000, but to the \$500—the one-half of it—from the \$250 where it was cut a year or two ago.

Mr. HEMENWAY. You will notice in the bill before you, page 190, right at the head of the page, the estimate for 1901 is \$250, the same as you have had.

Mr. HARRIS. That has not been changed, then. I recommended it be changed to \$500, but I presume it was cut down in the Interior Department.

Mr. HEMENWAY. I see no other change in your estimates.

Mr. HARRIS. That is all. That is not at all important, compared with this other one. The first change I referred to is quite important, because we have occasion to use such a man almost every day; and inasmuch as my bureau is no use whatever to the country unless it brings together these matters and publishes them so that people can get them, and inasmuch as it would be an economy to the Government, that is, it would make the bureau more efficient and help it to get back money that has already been expended, I think you ought to allow us that.

This estimate on page 189 for one clerk, class 4, is not a new thing, as represented here (in italics), but something that was attended to two or three years ago.

WEDNESDAY, February 7, 1900.

DEPARTMENT OF JUSTICE.

STATEMENT OF HON. J. W. GRIGGS, ATTORNEY-GENERAL OF THE UNITED STATES.

Mr. HEMENWAY. Now turn to page 120 of the bill before you. We have a note here consisting of a letter from you stating that you would like to be heard on the proposition to increase the salary of the attorney for Alaska from \$2,500 to \$5,000.

Mr. GRIGGS. Yes; the present salary is \$2,500. It was fixed by the law organizing the Territory of Alaska, and it was not modified or altered by the act of 1896, which regulated the salaries of the district attorneys of the States and some of the other Territories. It is the smallest salary paid to any district attorney anywhere in any of the States or Territories. I think \$3,500 is the smallest in any of the other light districts, such as New Hampshire or Vermont, where there is very little business.

My experience with the Territorial officers is that it is impossible to get first-class men at even the ordinary salaries which would be paid in the States. The people who want to go there are either worn-out lawyers who can not make a living at home, or else persons whose character and standing is not always the best, and who when they go there are subject to temptation; and there are more complaints coming in to my department of misconduct among the officers of the Department of Justice, including commissioners, district attorneys, marshals, and deputy marshals, and all that sort of thing, in places like this than from all the States put together. I think it is due to the fact that we do not get good men; you can not get good men unless you pay them well. I think \$5,000 is not as much on the average as the district attorneys are getting in the States.

Mr. HEMENWAY. How long has the present district attorney been serving there?

Mr. GRIGGS. He was appointed, I think, about July, 1898. I should say he has not made a suggestion about this or asked for this. There is this to be said about it, the salary was fixed, I think, in 1884 by the Alaska Territorial act, when there was comparatively no business there as compared with now. There are very important civil and criminal questions, both, arising up there, and I understand the committee in charge of the Alaska bill propose to make two districts, and we will undoubtedly need two judges and two district attorneys. The present judge, who is a very fine man—Judge Johnson—got a salary of \$3,000 up there. He resigned because they offered him a retaining fee in a case up there which was eight times that, and he resigned in order that he might take it. That is aside from this, but I think it is only a fair protection for the Government to pay enough salary in these out of the way places, where living is high and conditions not comfortable, so as to enable the Government to get true men.

Mr. HEMENWAY. On page 21 I see the first change submitted is the recommendation that the Solicitor-General's salary be increased from \$7,000 to \$7,500?

Mr. GRIGGS. Now, just let me say once for all in reference to that item, the legal salary for that office is \$7,500. That is what the statute says he shall get and what he has the right to claim from the Government, but Congress never appropriated but \$7,000, and each time we ask for the full amount of the salary. I do not know why it should not be fully appropriated, as well as mine is appropriated at \$8,000, but that is the whole question of it, and it is up to the committee now.

Mr. LIVINGSTON. Who is the Solicitor-General?

Mr. GRIGGS. Mr. Richards.

Mr. HEMENWAY. The Assistant Attorney-General for the Post-Office Department you recommend an increase from \$4,000 to \$5,000?

Mr. GRIGGS. Yes; I find these gentlemen think their salaries are not uniform, and

they are not. Last year you increased the Solicitor of the State Department to \$4,500, and I think Mr. Tyner, who is the present Assistant Attorney for the Post-Office Department, is getting \$4,000, and that has made him the lowest man. Some get \$5,000—for instance, Mr. Van Devanter—and I think the Solicitor of the Treasury and the Solicitor of the State Department gets \$4,500 and the Solicitor of Internal Revenue gets \$4,500, and I am sure the Assistant Attorney-General of the Post-Office Department is quite as dignified and as important a place as either of the others.

Mr. HEMENWAY. The Solicitor of the State Department has had some very difficult problems to deal with.

Mr. GRIGGS. So does the Assistant for the Post-Office Department.

Mr. HEMENWAY. That is true, but the Assistant Attorney-General for the Post-Office Department has precedents in nearly every case that can possibly come up now, while the Assistant for the State Department is constantly dealing with new questions requiring a better lawyer. Is not that so?

Mr. GRIGGS. Of course, if you asked me which I thought was the more important place, I should say the State Department undoubtedly; but at the same time it makes it unpleasant for me having these distinctions between salaries of officers who have practically the same grade.

Mr. HEMENWAY. We have had experience in that.

Mr. LIVINGSTON. These solicitors average about \$4,500?

Mr. GRIGGS. Yes, sir; but I should say if you would give \$4,500, he would be satisfied with the \$4,500; it is certainly on a par with the Solicitor of Internal Revenue.

Mr. HEMENWAY. You ask one law clerk, at \$2,500. That is new?

Mr. GRIGGS. Yes, sir; that is new. Now, the situation is just this: That is intended to cover Mr. Hughes, in the Solicitor-General's department. Mr. Hughes is a lawyer, and has been there a great many years and has the absolute run of the practice of the Supreme Court of the United States. There is nobody in my Department who has the proficiency he has in all questions of practice, and he keeps the run of the Supreme Court business; keeps the cases coming up on appeal and error, etc., in proper shape; attends to seeing that notices are properly served and proper attention is given to notices, and he is a most useful man. In any office in New York he would get \$5,000 for his services, and he ought to have that.

I have asked for one additional law clerk, and for one additional clerk at \$1,200, because we need another stenographer in the Department. I myself and the Solicitor-General and the Assistant Attorney-General are frequently embarrassed at the delay because we can not get a stenographer to do our work. There are generally one, two, or three absent for illness or some other reason, and the amount of work that has to be done has so increased that we simply have not got enough, and we are simply asking Congress by this to give us enough force to do the work.

Mr. HEMENWAY. This would promote Mr. Hughes to \$2,500 and have a \$2,000 place to fill with a law clerk, and you want an additional clerk for a stenographer?

Mr. GRIGGS. Yes. We ask for 16 clerks of class 1 instead of 15, and I say to you gentlemen that this is simply because the business of the office requires it; it is not to favor anybody. I will have to take them out of the civil service.

Mr. HEMENWAY. Additional for disbursing clerk \$500, and you propose to make it \$1,000?

Mr. GRIGGS. I will explain that to the committee. Mr. Rechlin is the disbursing clerk, and he gets \$1,800 as a classified clerk and \$500 additional as disbursing clerk, and that makes \$2,300. The law requires him to give a bond of \$30,000, for which he has to pay \$240 a year out of his salary. That leaves his compensation \$2,060, and he will disburse during the coming year at least \$3,000,000. That is more than is disbursed by the treasurer of the State of New Jersey, who gets \$6,000 a year. Last year he issued about 11,000 checks out of the Department, and what he has to write annually will approximate 9,000. The number of accounts annually examined approximate 1,600. His net salary, as I have said, is \$2,060. Now, as compared with others, I have a list here showing what the annual salaries are.

Financial clerk, Senate.....	\$3,500.00
Disbursing clerk, House.....	2,500.00
Assistant disbursing clerk, House.....	2,000.00
Disbursing clerks, Treasury (each).....	2,500.00
Disbursing clerk, Bureau of Engraving and Printing.....	2,000.00
Disbursing clerk, United States Coast and Geodetic Survey.....	2,200.00
Executive clerks, Executive Office (each).....	2,000.00
Disbursing clerk, Office of Secretary of the Interior.....	3,000.00
Disbursing clerk, United States Geological Survey.....	2,400.00
Disbursing clerk, Commission of Fish and Fisheries.....	2,200.00
Secretary, Interstate Commerce Commission.....	3,500.00
Disbursing clerk, Agriculture; Office of Secretary.....	2,500.00
Disbursing clerk, Navy Department.....	2,250.00
Disbursing clerk, Census Office.....	2,500.00
Disbursing clerk, Government Printing Office.....	p. d. 7.67

Now, I think that anybody who disburses as much money as that, and is honest enough to do it, ought to be paid more than \$2,060 a year.

Mr. HEMENWAY. He is a clerk of the fourth class, and you have no disbursing clerk? Mr. GRIGGS. None except the additional salary for such clerk who acts as disbursing clerk.

Mr. HEMENWAY. For contingent expenses you ask for an increase of \$250 for furniture and repairs?

Colonel CLAY. Every year we have been getting \$500, and we got \$500 for the fiscal year 1899, and you gave us a deficiency appropriation of \$250. It takes about that much money to run it.

Mr. HEMENWAY. We gave you \$750 last year?

Colonel CLAY. Yes, sir; and we estimate for the same this year.

Mr. HEMENWAY. Seven hundred and fifty dollars will do.

Colonel CLAY. No; it will take \$1,000, because having to move into these new quarters it requires a good deal of furniture, and I do not know whether \$1,000 will cover it when we come to spread it over the two buildings. To put the library in the Corcoran Gallery involved the purchase of some furniture.

Mr. LIVINGSTON. We gave you \$1,000 last year?

Colonel CLAY. No; you only gave us \$750.

Mr. LIVINGSTON. And there is a deficiency of \$250?

Mr. HEMENWAY. That is the year before. You will try to get along with as little furniture as possible in the temporary quarters, I suppose?

Mr. GRIGGS. Yes; the clerk wanted to put in a carpet on my room, but I would not let him; I said they can live on matting.

The CHAIRMAN. The next is books for the law library?

Mr. GRIGGS. There is a change of phraseology there. Last year the Senate committee struck out the word "law" before "books" and made it read "books for law library," because if the word "law" occurred before the word "books" I could not buy any books except technically law books bound in sheep. Just now there are a great many questions, and I want other kinds of books to help me, as you can understand, histories, etc.

Mr. HEMENWAY. Then you can buy anything you want?

Mr. GRIGGS. Provided it is appropriate to a law library.

Mr. HEMENWAY. You ask an increase of \$750.

Mr. GRIGGS. Yes; and I hope you will give it to us; we need it very much. It remains the property of the United States; it does not go away.

Mr. HEMENWAY. For stationery you ask \$100 increase. You could get along with \$2,500, Colonel Clay, can you not?

Colonel CLAY. That is because we find we are running short. We got \$2,650 appropriated for 1900.

Mr. HEMENWAY. Two thousand five hundred dollars is the only amount you had?

Colonel CLAY. We had \$2,650 appropriated for this year and we are only asking \$2,600.

Mr. HEMENWAY. No; you had \$2,500.

Colonel CLAY. In 1899 we had for stationery \$2,150 and we asked \$600 deficiency, \$2,750. The Solicitor's office stationery is counted in, and that is \$150. Now, for 1900 you have given \$2,600, and we are asking now just for the \$2,600 for the Department and \$150 for the Solicitor's office.

Mr. HEMENWAY. You make a mistake. You had \$2,500 for the fiscal year 1900.

Colonel CLAY. And \$150 for the Solicitor's office, making \$2,650 for the Department altogether.

Mr. HEMENWAY. That \$150 is under the Solicitor of the Treasury yet; you only have \$2,500 here.

Colonel CLAY. In 1899 we got \$2,600 for the Department for stationery.

Mr. HEMENWAY. That is right.

Colonel CLAY. And then we got for the Solicitor's office besides.

Mr. HEMENWAY. One hundred and fifty dollars.

Colonel CLAY. Now, for 1900 we got \$2,500 for stationery, but we have not come for a deficiency yet; we do not know how much the deficiency will be, but we have expended out of the appropriation for 1900 already \$1,900, and we have five months yet to run.

Mr. HEMENWAY. Go to the item for miscellaneous expenditures; you add the words "books of reference, periodicals."

Mr. GRIGGS. That embraces a very acute controversy between my Department and the Comptroller of the Treasury, who would not allow us to pay for an atlas and a dictionary because they were not furniture, etc.

Colonel CLAY. The law reads, "No law books or books of reference shall be purchased by any department unless specifically appropriated for in the appropriation."

Mr. HEMENWAY. But if we put in here books of reference and periodicals, then you can do a great deal of buying.

Mr. GRIGGS. We can if we want to, but we do not; we only want to buy what we need. Why should we not buy certain books of reference that the Attorney-General thinks we ought to have?

Mr. HEMENWAY. I suppose if the present Attorney-General was looking after this all the time it would be all right.

Mr. GRIGGS. It will only last this year, and I will see you out on this.

Mr. HEMENWAY. When we put in these general provisions, in nine cases out of ten—with all due respect to the gentlemen who disburse the moneys—they are abused.

Mr. GRIGGS. Inasmuch as the appropriation asked for is only \$1,500, and that covers telegraphing, fuel, lights, postage, labor, repairs of buildings and care of grounds, there is not very much room.

Mr. HEMENWAY. You ask for \$1,000 additional.

Mr. GRIGGS. But that is not to cover books of reference and periodicals. I do not know. The probabilities are that that might not be used this year; but if I want a book of reference of some kind, I would like to get it without paying for it out of my own pocket.

Mr. HEMENWAY. What balance have you on hand of this?

Colonel CLAY. We have just \$4,300, and we have of course a number of outside bills that have not yet been paid, and you must remember that the bulk of the appropriation is taken up by the regular expenses of fuel, light, telegraphing and telephones, etc., and it is not \$10,000 expended discretionally; there is only a very little margin after the regular expenses are taken out.

Mr. HEMENWAY. The next item is for official transportation, including the purchase, keep, and shoeing of animals, etc. You ask an increase of \$2,500.

Colonel CLAY. For a number of years past the committee has been giving the Department \$1,000 when they knew it would not pay the keep of the horses alone for anything like the fiscal year, but trusted to us to make it up in the deficiency appropriation bill. We got \$1,500 for 1898 and \$1,600 for 1899, and we exhausted this \$1,000 some time ago which was given.

Mr. HEMENWAY. What will your deficiency be this year?

Colonel CLAY. It will probably be—we will probably need, because we have to buy a new wagon, perhaps \$2,500. After having been kept down to the merest necessary of the horses' life for a number of years, then you come to a point where you have to buy a new wagon and new harness.

Mr. GRIGGS. I sent an open wagon to be fixed last year; we had to have it fixed up, and it was not really then and it is not now safe to ride around in, and it is liable to break down. We could not buy another and had not money to get that fixed either. I do not know what to do.

Mr. HEMENWAY. Under the head of Court of Claims they ask for a number of new men, and they state that they are necessary to take care of the building you are now occupying, and that they are now at work. I think altogether there are twelve new men.

Mr. GRIGGS. We did ask for an appropriation to be made for the firemen, watchmen, elevator conductor, laborers, and charwomen, but I do not think we asked for the clerks and stenographer.

Mr. HEMENWAY. Well, what about those you recommended?

Mr. GRIGGS. That is necessary, because they are occupying a building rented for them and we are paying them all right; but there is a little doubt about it, and if the Comptroller gets a little kink in his head—

Mr. HEMENWAY. You are paying them now out of the \$25,000 appropriation?

Colonel CLAY. We are paying some of the employees out of the \$25,000 appropriation.

Mr. HEMENWAY. What is the balance now of that \$25,000?

Mr. GRIGGS. We have got the most of it.

Colonel CLAY. We have about 50 per cent of it.

Mr. GRIGGS. It seems to me it is a very serious question of whether we can pay out of the appropriation for rent the expenses of running the building. You can see the point.

Mr. HEMENWAY. You are liable to have trouble with Mr. Tracewell?

Mr. GRIGGS. Yes, sir; and if we do I am rather afraid I will be on his side this time. That seems to be necessary, not because it costs any more, but it merely changes the legal aspect of the appropriation—makes it explicit and clear we can pay these out of a lawful appropriation.

Now, Mr. Chairman, there is an item with reference to salaries of judges.

Mr. HEMENWAY. That is, new salaries for new districts?

Mr. GRIGGS. Yes.

Mr. HEMENWAY. Those will go on.

Mr. GRIGGS. I was going to make a suggestion about that. I see the Senate has passed a bill creating a new judicial district in New York, and I am told it is likely

to pass the House, and there may be a lot of these bills will pass. Last year you made three new circuit judges and made no provision for their salaries, and they have not drawn any money yet; so I suggest, after the item providing salaries for judges, something like this be inserted:

"And such additional sum as may be required to pay the salary of any additional judges whose appointment may be, during this session of Congress, authorized by law."

Mr. HEMENWAY. House Doc. No. 390 in regard to the appropriation for Court of Private Land Claims. I understand there is a bill pending to continue the life of this court?

Mr. GRIGGS. That court has reported to me, through the chief justice, that the business before them now which requires their action will not be concluded before the expiration of two years from next July, and I have recommended to the Judiciary Committee of each House the passage of such a bill. Senator Morgan is particularly interested in it, too, and I presume, as a matter of course, it will be done. If this was made, then the appropriation ought to be made.

Mr. HEMENWAY. Would it not be better just to provide for the continuation of the court in this bill, if it is absolutely necessary?

Mr. GRIGGS. That was done last year, but it was done hurriedly; and in thinking it over this time, having plenty of time, I thought to continue the court should be by a separate bill, as it was created by a separate bill.

Mr. HEMENWAY. The difficulty is, we appropriate here in anticipation of a measure that has not passed.

Mr. GRIGGS. That is true, but you appropriate in pursuance of law, of course. Of course that is for you gentlemen to consider.

Mr. HEMENWAY. If the bill does not pass—

Mr. GRIGGS. The appropriation would not be effective, of course.

Mr. HEMENWAY. And it could not be used, of course.

Mr. GRIGGS. I do not see any reason why you should not make the appropriation just as it is asked for. I presume there is no objection in the world to the passage of the bill, and I think it will pass as a matter of course.

Mr. LIVINGSTON. In either case you will be safe. If you do not put it in here the deficiency bill will cover it.

Mr. GRIGGS. Yes.

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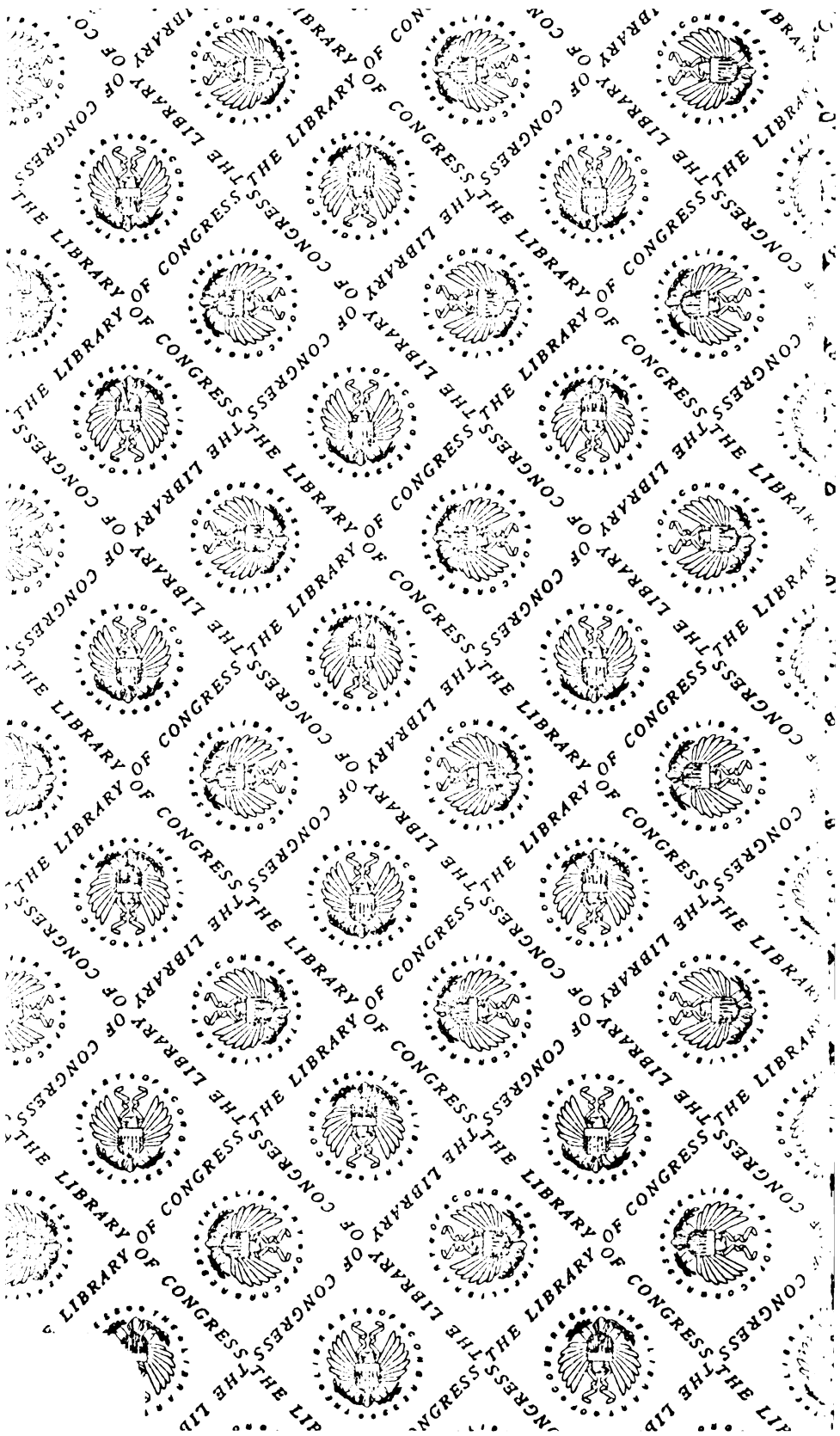
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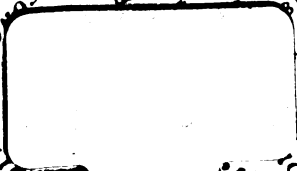
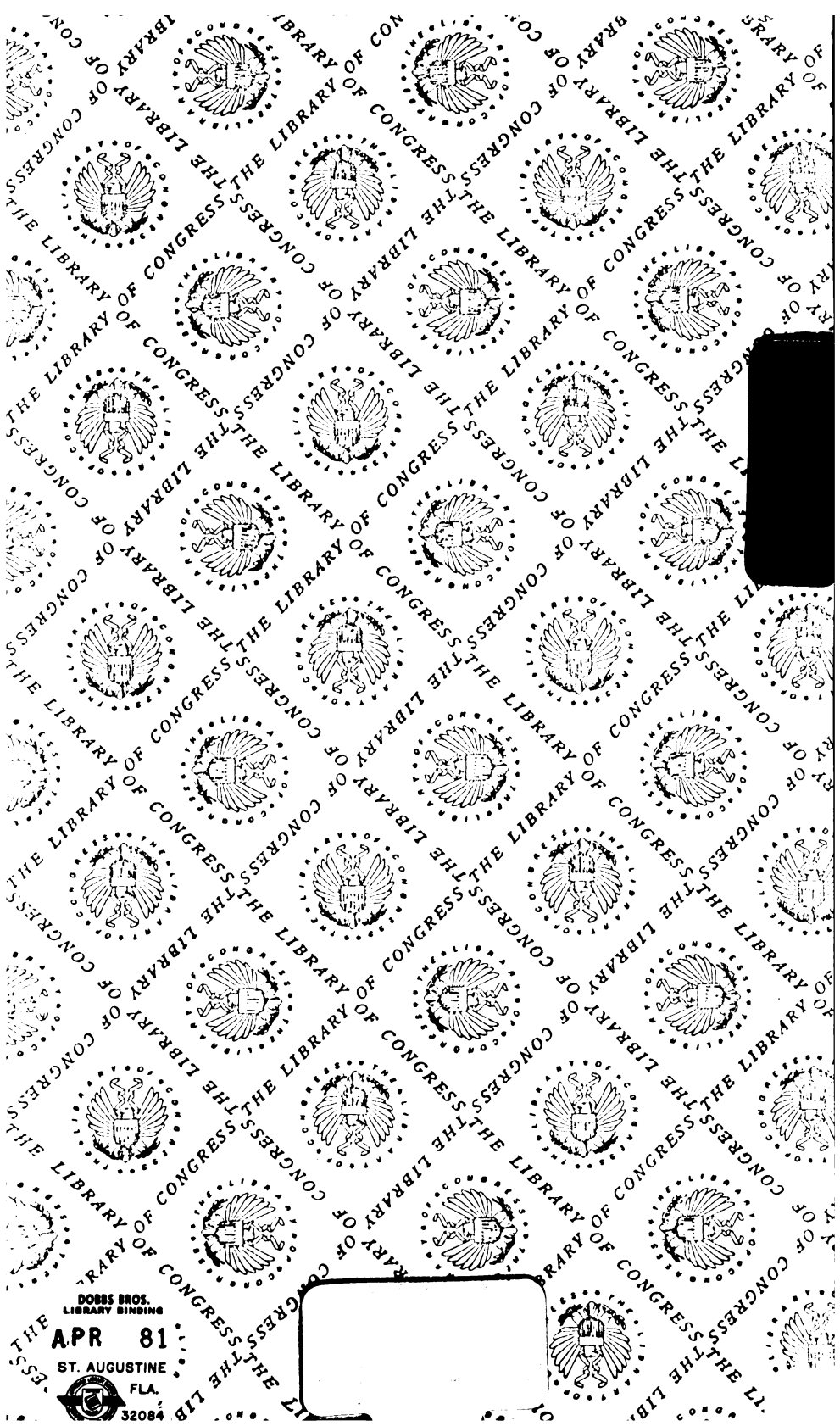
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